DOCUMENT RESUME

ED 405 040 JC 970 159

AUTHOR	McCabe, Robert H., Ed.
TITLE	The American Community College: Nexus for Workforce Development.
INSTITUTION	League for Innovation in the Community Coll.
PUB DATE	Feb 97
NOTE	79p.
AVAILABLE FROM	League Publications, 26522 La Alameda, Suite 370, Mission Viejo, CA 92691 ($15).
PUB TYPE	Information Analyses (070)
EDRS PRICE	MF01/PC04 Plus Postage.
DESCRIPTORS	*College Role; *Community Colleges; Educational Innovation; *Educational Legislation; Education Work Relationship; Financial Support; *Labor Force Development; Program Descriptions; Program Development; Two Year Colleges

ABSTRACT

Emphasizing the central role of community colleges in workforce development, this two-part monograph reviews the status of workforce development initiatives at the national, state, and local levels and provides descriptions of 10 exemplary programs at community colleges across North America. The first part focuses on the status of and operating context for workforce development and provides the following four chapters: (1) "Federal Workforce Legislation," (Robert H. McCabe and Laura Pincus); (2) "State Initiatives in Workforce Development," (Robert H. McCabe and Laura Pincus); (3) "Community Colleges as the Nexus for American Workforce Development" (Robert H. McCabe); and (4) "Building Effective Workforce Development Programs," (Tony Zeiss). The second part then presents two to four-page in-depth descriptions of exemplary workforce development programs at the following 10 community colleges: Florida's Daytona Beach Community College, Texas' Collin County Community College, Toronto's (Canada) Humber College, Illinois' Black Hawk College, Michigan's Delta College, Kansas' Johnson County Community College, Oregon's Lane Community College, Colorado's Pueblo Community College, Wisconsin's Waukesha County Technical College, and Illinois' Moraine Valley Community College. Contains 63 references. A list of monograph contributors is attached. (HAA)

****
* Reproductions supplied by EDRS are the best that can be made *
* from the original document. *
****

ED 405 040

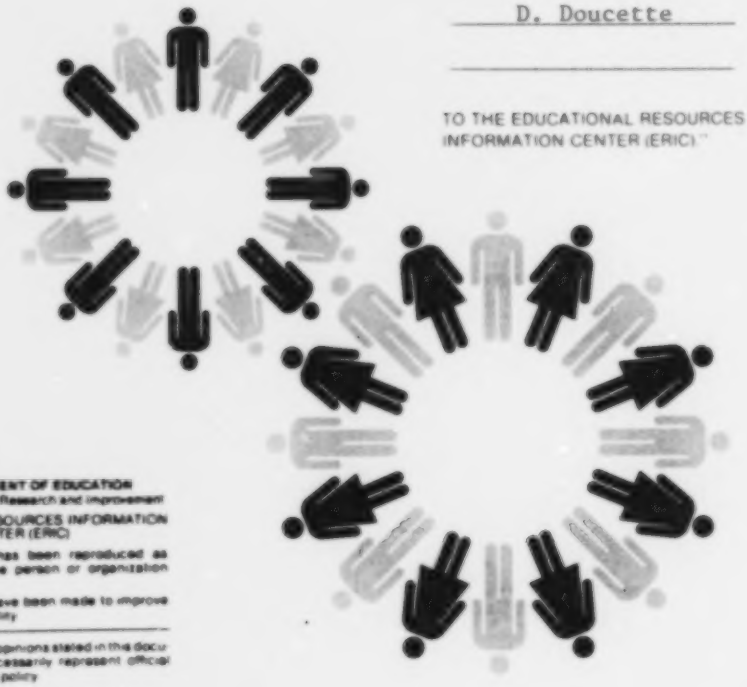
THE AMERICAN COMMUNITY COLLEGE:

Nexus for Workforce Development

"PERMISSION TO REPRODUCE THIS MATERIAL HAS BEEN GRANTED BY

D. Doucette

TO THE EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC)."



U.S. DEPARTMENT OF EDUCATION
Office of Educational Research and Improvement
EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC)

☑ This document has been reproduced as received from the person or organization originating it.

☐ Minor changes have been made to improve reproduction quality.

• Points of view or opinions stated in this document do not necessarily represent official OERI position or policy.

League for Innovation in the Community College

BEST COPY AVAILABLE

JC 970 159

THE AMERICAN COMMUNITY COLLEGE:

Nexus for Workforce Development

Robert H. McCabe
Editor

League for Innovation in the Community College
February 1997

Copyright 1997 by the League for Innovation in the Community College

FOREWORD

Since the publication of *A Nation at Risk* in 1983, there has emerged a growing awareness that the failures of our educational system have jeopardized America's ability to compete in the global marketplace. Recent reports paint a shocking portrait of an ill-equipped and ill-prepared work force. This at a time when the majority of new jobs will require strong information skills, and only one in six based on minimal competencies. In addition, our workforce is being depleted by a decline in the number of Americans of working age and an increase in those who are dependent and unemployable.

In these circumstances, it is critical that we develop a comprehensive workforce development system that serves the needs of an increasingly diverse work force. The traditional client–the labor market entrant–will need training and job placement. In the year 2000, 15 percent of the work force will be comprised of new entrants and this group is projected to be the least prepared and most ethnically, racially, and gender diverse in history. Welfare reform initiatives depend on effective training to prepare the massive numbers of dependent Americans for self-sufficiency. Workforce training also must address those workers who are already employed, but who lack the skills to stay employed or to significantly advance along the career ladder. Technological advancements will continue to create a need for higher-level competencies and information skills, and accordingly, large numbers of Americans may find themselves unemployed or possessing obsolete skills. To remain competitive in the ever-changing global marketplace, business and industry need and demand a better-prepared workforce.

Great momentum is building to develop clear policy and to establish an improved workforce development system. An opportunity for action is at hand, but substantive change is always difficult. Congressional legislation has stalled and states are moving forward at varying speeds; most are in the early stages of development. Many community colleges, however, are accelerating their efforts to develop creative workforce initiatives.

This volume is intended to provide useful information on the status of workforce development efforts, with emphasis on the central role of community colleges. Section One focuses on the context of workforce development efforts in America. Chapter One reviews the evolution of federal workforce policy, including the recent failure to enact much anticipated legislation. Chapter Two reviews the more innovative state-level workforce development initiatives. In the next chapter the case is made that community colleges are the ideal institutions to provide workforce development services. The final chapter of Section One lays out important principles for building effective workforce development programs.

Section Two provides an in-depth look at ten exemplary workforce development programs. Programs from across North America are featured, each serving the unique needs of their local constituencies.

The time for waiting has long passed. States must act now in order to create comprehensive, inclusive workforce development systems that are designed to produce a high-skill workforce and to maximize all of our human resources. These systems should build upon the existing rich resources of the community colleges. They are prepared and positioned to be the nexus of progressive workforce reform.

ACKNOWLEDGEMENTS

As with most publications, this document is the result of the good work and contributions of a number of people. Tony Zeiss contributed one section of the monograph and invaluable advice. Many other colleagues gave assistance, including George Autry and Larry Warford. Laura Pincus was a major contributor as the persistent and efficient Research Associate. We received cooperation and help from others, including congressional aides and representatives of offices of governors and other state executives. Several must be recognized, including: Congresswoman Carrie Meek and her outstanding aide, Ben Cohen; Jon Weintraub; Carla Widener; Martin Jensen; Vic Klatt; June Harris; David Evans; Richard Fonte; and Ken Tunstall.

The following educational leaders also provided invaluable advice:

• Deanna Baallman	Columbia Basin College
• Lewis Baber	Gulf Coast Community College
• Dan Brazelton	Sinclair Community College
• Ned Couey	Okaloosa-Walton Community College
• Tom Denison	Brevard Community College
• Barbara Eubanks	Collin County Community College
• Vann Gunter	Midlands Technical College
• Paul Kelly	Palomar College
• Robert Moses	Indian River Community College
• Cyril Pontillo	Cuyahoga Community College
• Gary Rankin	Oklahoma City Community College
• Larry Warford	Lane Community College
• Peggy White	St. Johns River Community College

Finally, I wish to thank my wife, Arva, for her hard-nosed editing and Terry O'Banion for his support throughout the preparation of this monograph.

Robert H. McCabe, Senior Fellow
League for Innovation in the Community College

THE AMERICAN COMMUNITY COLLEGE

Nexus for Workforce Development

Table of Contents

	Page
Foreword	v
Acknowledgements	vii
Table of Contents	ix
SECTION ONE: EXPLORING THE CONTEXT FOR WORKFORCE DEVELOPMENT	
Chapter One: Federal Workforce Legislation	3
Chapter Two: State Initiatives in Workforce Development	9
Chapter Three: Community Colleges as the Nexus for American Workforce Development	17
Chapter Four: Building Effective Workforce Development Programs	25
SECTION TWO: EXEMPLARY WORKFORCE DEVELOPMENT PROGRAMS	
Chapter Five: Daytona Beach Community College	41
Chapter Six: Collin County Community College	45
Chapter Seven: Humber College	47
Chapter Eight: Black Hawk College	51
Chapter Nine: Delta College	55
Chapter Ten: Johnson County Community College	59
Chapter Eleven: Lane Community College	61
Chapter Twelve: Pueblo Community College	65
Chapter Thirteen: Waukesha County Technical College	69
Chapter Fourteen: Moraine Valley Community College	73
References	77
Contributors	80

Section One

Exploring the Context for Workforce Development

Chapter 1
FEDERAL WORKFORCE LEGISLATION

Robert H. McCabe and Laura Pincus

Today's workplace is demanding. Challenging economic times and technological upheaval confront workers who often seem unprepared for its complexities. Government officials grapple with the issue of how to empower workers with the skills they need. To meet these needs, the U.S. federal government developed an array of job training programs over the last two decades addressing the nation's occupational education, unemployment, and poverty problems. Despite high hopes, these major initiatives are examples of the failure of broad-based, inefficient government policies. Today, most Americans fall dramatically short of attaining the skills necessary to be competitive in the workplace. As a result, federal legislators are attempting to reform and refine the nation's job training system. These attempts, however, must be understood within the context of repeated federal efforts to address workforce training needs.

The following sections recount recent events in U.S. federal workforce legislation. And, while the specifics of this discussion may not directly apply to other countries facing similar workforce challenges (e.g., Canada, England, Germany), the general dynamics of a large governmental entity trying to address what are often community-based workforce development needs likely will seem familiar to most in the international audience.

A Historical Perspective of U.S. Workforce Initiatives

Signed into law in 1973 by President Nixon, the CETA (Comprehensive Employment and Training Administration) program allocated federal funds to address unemployment and poverty. The idea behind the legislation was to encourage state and local governments to hire the jobless and move them over time onto existing public and private payrolls. The center of the initiative provided for fully subsidized public-service jobs for disadvantaged citizens (*U.S. News & World Report*. 1975).

Under its provisions, "prime sponsors," mostly city governments and community organizations, carried out CETA's major goals of job placement and training. The Labor Department used established guidelines to monitor these "prime sponsors" and their programs (Sheler 1982). With this approach, it was hoped that the funds and administrative responsibilities would be in the hands of those closest to the problems–the local communities themselves. Worthwhile goals notwithstanding, CETA became another government program marred by bureaucratic inefficiency and rampant corruption.

At its core, CETA emphasized employment, not job training. The majority of CETA funds went for administration and income support for job participants. In 1980, the Labor Department concluded that only 18 percent of that year's CETA funds were spent on training, while 44 percent went for stipends and allowances for participants and 38 percent were channeled to administrative and support services (Sheler 1982). As a consequence of such spending priorities, the unemployed received temporary jobs, not necessarily skills, and thus, were ill-prepared for any post CETA employment. By 1982, CETA placed just 15 percent of its clients in private-sector employment, a number that then Labor Secretary Raymond Donovan termed, "to say the least . . . a disappointment" (Sheler 1982). CETA assumed that people were out of work because of a lack of jobs, and the government became their employment option (Lafer 1994).

By the time CETA expired in 1982, the price tag was over 53 billion dollars with failures well chronicled by the media and government officials. Unmonitored programs poorly served their participants; and funds, more often than not, ended up with inefficient or corrupt administrators. Yet as the Reagan administration confronted the end of CETA and an unemployment rate at its highest since the Great Depression, it became a political necessity for the federal government to take some role in job training. The question was not whether something needed to be done, but what should replace the much maligned CETA program? As Secretary Donovan explained, "There is a role for the federal government in job training. But we can no longer just throw money at a situation and hope it works" (Sheler 1982).

Beyond Public Service Employment: JTPA

JTPA (Job Training Partnership Act) of 1982 became the Reagan administration's answer to joblessness. The legislation eliminated the scandal-plagued, costly, and ineffective subsidized public sector employment and replaced it with a private industry partnership. Under JTPA, governors divided their states into Service Delivery Areas, known as SDAs, which received funds and

delivered services. Federal money flowed to the service area, typically a political jurisdiction such as a city or county or a consortium of smaller jurisdictions. The SDA turned the funds over to a Private Industry Council, referred to as a PIC. Each PIC consisted of business people with other members drawn from economic development, education and rehabilitation agencies, organized labor, community-based organizations, and public employment services. The PIC decided on the services provided, planned job training programs, and contracted with job training service providers (Kellam 1992).

JTPA marked an important philosophical shift in the government's effort–a shift away from the creation of public jobs and toward training and developing skills. This change addressed CETA's underlying problem. Critics believed that government jobs handed out to the chronically unemployed eroded participants' work ethics and never provided them with tangible skills needed for private sector employment (Lafer 1994). CETA's lackluster statistical results substantiated this criticism. Conversely, JTPA allocated funds for remedial training, classroom/vocational technical training, and on-the-job training, and provided no funds for public service employment, work experience allowances, wages, or any type of income maintenance (Donovan 1982).

Beyond its training initiatives, the reconfigured policy fulfilled President Reagan's New Federalism goal. CETA operated at the municipal level with the local political machinery controlling the funds and direction of programs. JTPA called for each state to determine the policy and administration of the training programs within its jurisdiction. In its broadest sense, the proposal gave a mandate to the states: take the federal resources and consult with private industry to establish programs that fit their specific needs (Donovan 1982). This maintained the emphasis on local administration within state policy. Each PIC made allocation decisions for its service area.

What Went Wrong?

While JTPA might have been ideologically sound–use a partnership between government and industry to train the most marginalized of citizens–its tangible results fell short of the promise. Politically based decisions and bureaucratic entanglements were as commonplace for JTPA as they were in CETA. Federal guidelines and performance standards, designed to assure efficiency and accountability, proved to be troublesome for some JTPA providers. In order to meet the standards of placing trainees into employment, some agencies "creamed" the applicants or accepted only those most likely to succeed. Thus, the unskilled worker found no place in JTPA programs and simply fell through the cracks (English 1984).

This charge of creaming in addition to JTPA's limited effectiveness–it served only about 1.5 million people although 33 million were eligible–plagued the reform effort. In 1992, corruption and mismanagement of some service providers prompted lawmakers to refurbish JTPA by directing more programs to severely disadvantaged individuals and tightening regulations to control fraud (Kellam 1992). The highlights of the amendments included:

- establishing separate programs for adults and youths;
- tightening control over the SDAs by giving the governor a more frequent review of the area and its success in meeting performance standards;
- mandating that whenever possible SDAs choose service providers on a competitive basis;
- requiring more detailed job training plans from the SDAs which included links with education programs and community-based organizations;
- discouraging the practice of serving only the participants who are most likely to succeed by requiring states to set variable standards for target economic populations (*Vocational Training* 1992).

Yet even with the changes, JTPA was showered with a cascade of unfavorable appraisals. Local institutions were constantly critical of the multiple organizations involved in the delivery of services, resulting in the overlapping of responsibilities and the draining of funds from training to administrative overhead.

A Mixed Legacy

In 1995, Clarence C. Crawford, associate director of education and employment issues in the Health, Education, and Human Services Department, issued a comprehensive and critical appraisal of the federal job training programs. The restructured JTPA programs were simply one part of a dazzling and baffling maze of federal initiatives. In all, over 160 programs administered by 15 different agencies provided about $20 billion in employment training assistance for adults and out-of-school youths. While the Departments of Education and Labor administer most programs, the remaining programs stem from departments and agencies ranging from Agriculture and Transportation to Veterans Affairs and the Small Business Administration. To deliver services, 40 interdepartmental offices within the 15 departments and agencies channel funds to state and local programs.

Crawford asserted that this fragmentation created an under performing, inefficient policy with a myriad of problems. Parallel programs waste resources. They target the same clients, share the same goals, and offer similar services while maintaining separate administrative structures with their own headquarters and staffs. Agencies often compete for clients who find themselves lost in a bureaucratic maze. Employers, confused and frustrated,

believe that inaccessible training programs fail to meet their needs. Although supporting admirable aims, Crawford concluded that the employment training programs fail to serve the three levels of clients, employers, and administrators (Crawford 1995). He seemed to reflect a consensual opinion in Washington, and in most states, when he argued that the current system is flawed and needs dramatic overhaul.

Toward a New Job Training Policy

By 1995, both Congress and President Clinton recognized that while education presented a path out of poverty, the job training policies provided barriers to that goal. Senator Nancy Kassebaum, chair of the Senate Labor and Human Resources Committee, candidly remarked, "I have said we should wipe the slate clean and start over." (Wells 1995). The passionate storms demanding change called for consolidating the programs, downsizing the government's fiscal and administrative roles and moving decisions to state and local levels.

Inspired by the climate of reform and by the emphasis on jobs in welfare reform proposals, both chambers addressed the issue with substantive efforts. The House of Representatives passed its version of the bill, the Careers Act, by a 345-79 margin in September 1995. It would have transformed the current job training system into a streamlined and comprehensive network around three dedicated block grants to states with categories for adults, youths, and family education and literacy. In a decentralization of power, the bill established, among its many provisions, local workforce development boards comprised of business representatives and education and government officials. The Senate initiative, dubbed the Workforce Development Act, received strong bipartisan support and passed by a vote of 95-2 in October 1995. Favoring state innovation, the bill would have consolidated nearly 80 existing occupational programs into one block grant to states with three flexible funding sources. Under the proposal, a minimum of 25 percent of a state's grant money would go toward workforce education, 25 percent would be dedicated to workforce employment activities, and the remaining 50 percent could be used at the governor's discretion. Broad latitude would rest with the states, as they submitted and developed their workforce plans, and local workforce development boards remained an optional, not mandatory, component (*Congressional Quarterly* 1995).

With both chambers approving their bills, long and contentious conference meetings began. What evolved became known as the Workforce and Career Development Act of 1996–an effort from both the House of Representatives and the Senate to streamline the nation's training programs into a true workforce development system. After nearly eight months of committee negotiations led by Kassebaum, the proposed legislation consolidated over 100 existing education, employment, and training programs into a single block grant to states. This merging of programs absorbed or altered existing legislation such as the School-to-Work Opportunities Act, Carl D. Perkins Vocational and Applied Education Act, and JTPA. The legislation allocated funds with few constraints and maximum flexibility to participating states. The states were required to submit a plan with four categorical restrictions, plus a flex account for federal approval. The allocation categories were:

- Employment and Training: 32 percent of the funds;
- Vocational Education: 26 percent of the funds;
- At-Risk Youth: 16 percent of the funds;
- Adult Education and Literacy: 6 percent of the funds;
- Flex Account (used at governor's discretion): 20 percent of the funds.

The proposed legislation would have created significant changes in the federal role in education. The responsibility for education rests with the states, and both Congress and the Federal Executive Branch have been reluctant to cross the line into direct support. In addition, there is substantial resistance to direct federal involvement because of fear of the evolution toward a national education system. Despite these concerns, beginning with the establishment of the Land Grant Colleges, the federal government has been involved in education for more than 100 years. Over time, that involvement has continued to expand, but has been indirect or narrowly targeted.

World War II's GI Bill is an excellent example. It was an important step up in the level of federal involvement in education from which there has never been a retreat. This program, however, was indirect and targeted a specific federal priority. Individuals received funds to pay tuition, thus supporting college operations. College admission policies broadened to admit ex-GIs who would not have been admitted previously. In addition, state legislatures appropriated huge sums to increase college capacity. The GI Bill leveraged a complete change in American higher education.

Traditionally, occupational education has received more federal funding than other areas of education. New programs were continuously added. The Workforce and Career Act of 1996 would have combined over 100 programs, each targeted to address a specific federal priority, into a block grant to each state. The legislation would have limited and restricted fund use and given most decision-making power to state governments. In effect, the result would have been direct education support to states without specific consideration of federal priorities. It would have brought about a dramatic change in the role of the federal government in education, similar to that resulting from the enactment of the GI Bill.

11 BEST COPY AVAILABLE

Beyond the block grant dimension and its dramatic change in policy direction, the Career Act also would have limited the federal role in administering education policy. The Secretaries of Education and Labor would together determine how to administer the block grants to states, including allocating the funds, reviewing state plans, carrying out national activities, issuing regulations, and establishing accountability guidelines. In hopes of eliminating some of the wasteful structure of the previous policy, the conference agreement also mandated a dramatic reduction in federal staff administration. By 1998, one-third of the number of employees would have been reduced with the requirement increasing to 60 percent by 2003. If the secretaries could not achieve such downscaling, they would have been required to submit a report of explanation to Congress and still meet a minimum 40 percent reduction at the end of a five-year period (American Association of Community Colleges 1996).

It is clear that the federal government would not be the determining policy agent in the new legislation. Echoing the New Federalism of JTPA, the power for creating a job training plan would rest with the states. Each governor, through what has been termed a "collaborative process" with representatives from business, education, locally elected officials, representatives of the state legislature, state agency heads and others, would develop a single state plan for the block grant. The plan would include: identifying the state goals and benchmarks, determining how flex-account funds would be allocated between the four categories: vocational education, at-risk youth, employment and training, and adult education), designating the local workforce development areas, and developing a criteria for appointment of local workforce development boards. The legislation required that the state plan be submitted to the secretaries for review, but it was not necessary that the secretaries approve the plan (American Association of Community Colleges 1996). This decentralization is trumpeted because it creates a policy most responsive to individual needs. As Kassebaum explained, the legislation provided "flexibility for states to design systems that meet their own needs, while preserving the core activities traditionally supported by the federal government" (Kassebaum September 1996).

The conference committee agreement also called on local communities to play a critical role in job training. Local workforce development boards consisting of business representatives, education officials (including community colleges), and representatives of employees (which may include labor) would develop a training system that reflects the most rational use of resources. The governor would annually certify the local board and could decertify it due to fraud, criminal activity, or ineffectiveness. The core of the local effort would be the establishment of one-stop career centers that provide counseling, training, and placement of individuals. The new effort addresses key problems in previous policy–duplication of services by different programs and bureaucratic confusion for the client and employer (American Association of Community Colleges 1996).

Finally, with accountability as a reform watchword, the Act provided for strict performance guidelines for states and their service providers. Each state receiving a block grant would be required to identify its own benchmarks in two categories–employment and education. The employment standard would measure tangible results–the number of participants placed in jobs and wages earned. The education standard would reflect the attainment of minimum academic and occupational goals. States also would be required to demonstrate progress in both employment and education for target populations such as at-risk youth and low-income individuals. If a state failed to meet its determined benchmark for three consecutive years, the secretaries could withhold up to 10 percent of the state's total allotment. These benchmarks were designed to create a system of accountability that would eliminate the fraud and selectivity of clients of JTPA (American Association of Community Colleges 1996). As Kassebaum explained, the goal of the legislation was "to shift the focus of accountability from one which looks at the front-end–'Are federal regulations being followed to the letter?'–to one which looks at results, 'Are training program participants getting jobs?' " (Kassebaum June 1996).

A Political Stalemate

Conceptually, the Workforce and Career Development Act of 1996 appeared to create a new policy paradigm. Improving on the previous efforts and addressing their failures, the Act would have streamlined the bureaucracy, attempted to create an empowered work force through local and state initiatives, and established pragmatic performance standards. After convincing support from both chambers, the Act never reached a floor vote. The conference report, filed on July 25, was caught in a philosophical, political, and partisan maze as those in opposition, like Senator Edward Kennedy, threatened "dilatory tactics" to defeat the measure. What began as reform with unlimited potential and broad support deteriorated into a political stalemate.

Opposition from the Administration and Democrats

For President Clinton and many other Democrats, the Workforce and Career Development Act failed in a number of key areas. Contradictions between words and deeds and intentions and actions marred the legislation. The funding provisions seemed inadequate as the administration hoped for the 1997 budget authorization levels to be at $5.7 billion. Instead, the conference report provided for "such

sums" authorization, an open-ended level without a front-end amount. By leaving the funding levels undefined, Democrats feared that future proposals could slash funding for education and training. Congressman William L. Clay, ranking Democratic member of the Committee on Economic and Education Opportunities, asserted that the conference report needed "to send a clear message to appropriators that education and job training are priorities. We, the authorizing committee, cannot simply punt on this issue with an authorization level at such sums as necessary" (Clay 1996). With more people needing services each year, even the best concepts will fall dramatically short without funds.

Equally as problematic was the lack of an earmark for dislocated workers and the repeal of the School-to-Work Opportunities Act. The administration and most Democrats favored a specific action for dislocated workers–no less than $1.3 billion in the form of skill grants or vouchers. These skill grants were critical because they provided the client a choice–selecting a program based on both aptitude and desire. Opponents voiced concern about legislation that would force a client into a training program because it was the only available option. The conference report also repealed the School-to-Work grants as of July 1, 1998, leaving the promise of the bill for youth development, in the words of the administration, "unfulfilled." It is important to note that not all Democrats opposed the same aspects of the bill. Most disagreed on the key points, but some, notably Senator Pell, were more concerned with funding formulas than any other aspect.

In the minds of Democrats, the legislation had other failures, including a lacking of accountability, an undermining of local input, and a limiting of funds. Because federal funds support the workforce development system, all legislation must establish the federal government as a full partner in determining measurable goals and objectives, in setting expected levels of performance, and in approving plans. The bill fell short in these areas, as Democrats favored a stronger role for the Secretaries of Labor and Education. Along a similar line, Democrats supported more defined input for local elected officials who were the overseers of local workforce boards that had the broad responsibility of planning and developing flexible job training programs appropriate to their communities. Finally, the distribution of funding seemed inadequate for target areas such as adult/vocational education and training, at-risk youth, and summer jobs programs. Because the conference report did not satisfactorily resolve the differences, it became a partisan proposal which Democrats refused to sign.

Opposition from the Far Right

The Workforce Development Act faced opposition from another source–the far right. Ultraconservative groups such as the Eagle Forum coalesced against the proposal. Calling the act "one of the most dangerous and far-reaching bills ever proposed," the Eagle Forum argued that the legislation will "decide what children are taught and what jobs they may take after they leave school." The Eagle Forum asserted that the legislation usurped individual freedom. Among their claims were assertions:

- that schools would be converted to workforce development centers where students would be trained, not educated;
- that the power of Workforce Development Boards would be limitless–deciding what jobs were needed and who could be trained for them;
- that the Labor Market Information System, an information system on workforce trends and employment, would be an invasion of privacy, giving out private information to future employees (Drumm 1997).

The arguments from the far right heightened the controversy around the legislation. They appeared to oppose elements of the bill that had been in place in previous job-training programs and their substantive arguments had little merit. So then, what was the impact of the far right's maelstrom. Admittedly, this is difficult to assess. Representative Clay heaped heavy blame on the influence of the far right when he concluded, "It seems clear that Republican conferees have allowed the radical right wing of their party to become an invisible conferee with the power to prevent serious negotiations on such issues as school-to-work and state program accountability . . . We are disappointed that Republicans have allowed extremists in their party to prevent what could have been a bipartisan agreement" (Clay 1996). Perhaps Clay's assessment of their influence is exaggerated, but at the very least, criticism from the far right further polarized the issue. Conflict between different Republicans–some heavily influenced by the Eagle Forum and other "family" groups–became a subtle subtext of the political process. With an undertow of disagreement, opposition from the far right helped diminish any sense of urgency that the legislation needed to pass. The bill became a proposal without a constituency-problematic to the administration, most Democrats, and extreme conservatives.

Opposition from Interest Groups

In addition to opposition from liberal Democrats and conservative Republicans, the bill faced a storm of opposition from those entrenched in the existing system. The strong vocational education lobby spoke forcefully about the proposed changes being too radical. The representatives of groups benefiting from current programs voiced concern that they would be cut out of the new system. In retrospect, the Workforce and Career

Development Act initially engendered enthusiastic support and appeared to be in for clear sailing. Once voices of opposition came from every direction, however, it was doomed.

Supporters Answer the Critics

When Senator Kassebaum addressed the Senate on October 1, 1996, she called the demise of the Workforce and Career Development Act the "greatest disappointment" of the year's labor committee efforts (Kassebaum 1996). She believed that the conference report represented a true compromise and in earlier statements refuted the President's arguments. She contended that:

- The "such sums" authorization implied no limit and is commonly used to fund newly introduced initiatives.
- The set-aside for dislocated workers appeared in neither the House or Senate versions of the bill and counteracted their intention, which was to give maximum flexibility to the states. States with substantial numbers of dislocated workers could use their flex-money accounts to serve these individuals, but programs and individuals should not be systematically categorized.
- The mandating of vouchers would impose substantial administrative burdens on states and reduce state flexibility in determining the most effective means of service delivery. The conference report called for every state to establish a pilot program to serve dislocated workers with career grants and if effective a state could choose to use grants to deliver all services. States could thus determine whether or not vouchers served their particular needs (Kassebaum 1996).
- The July 1, 1998, repeal of the School-to-Work Opportunities Act would not necessarily end the program. If they chose to, states could use block grant funds to continue operating. The discretion would be left to the states.

Regardless of Kassebaum's responses, the legislation never received bipartisan support and simply became part of predictable, political rhetoric.

Toward an Uncertain Future

The Workforce and Career Development Act of 1996 provided for fundamental changes in job training. It consolidated programs, decreased funding, and shifted the policy emphasis to the states. With its defeat, what will happen to the issue of workforce development?

The direction workforce reform will take is difficult to predict. One of the major forces in the legislation, Senator Kassebaum retired, and it is unknown whether the new committee chair of the Labor and Human Resources Committee will share her commitment and priorities. With Republicans maintaining their control in Congress, Senators Jim Jeffords and Dan Coats and Congressmen Bill Goodling and Howard "Buck" McKeon are poised to maintain their leadership in this arena. The Workforce and Career Development Act lost its consensus of support, and any new legislation would probably have to contend with protracted and determined opposition. Even with Republican support for block grants, consolidation of programs, and a collaborative process between agencies, the battle will be dramatic. Any initiatives still have to contend with strong and organized opposition. It will come from the far right as well as countless interests groups–business and higher education communities, vocational education and labor unions–who all have a stake in the system. Unfortunately, nearly every domestic constituency has an interest in job training, making any legislative effort subject to outside influences and pressures. As a result, there is little prospect of the new Congress passing a bill substantially like the Workforce and Career Development Act of 1996.

It is possible that workforce development reform efforts could focus on more incremental change. With Democrats maintaining a strong presence in both chambers and Republicans acutely aware of the course of previous efforts, reform will probably be less drastic. The conference report collapsed vocational and adult education and job training programs, but perhaps future initiatives will be more deliberate. New legislation might focus on one element of the system such as job training, rather than attempting to restructure education and training programs. Reform also may emphasize more of a balance between the governors of states, local officials, and the federal government.

Regardless of the direction, the issues of workforce development create substantive and philosophical differences between the two parties and among various interest groups. Any compromise would need to untangle this web of conflict. The committees involved already have a full plate for the next legislative session. Because the Higher Education Act needs to be reauthorized and countless federal programs such as Vocational and Adult Education are slated for review, legislators may be hesitant to tackle the political maze of workforce development. Even without federal direction in this area, states are moving forward to reform their own workforce systems. State leaders recognize that quality job training is essential to competitive business and industry and is the key vehicle for economic mobility–moving people off welfare and into jobs, a direction of the current welfare reforms. Forward-thinking states are already creating responsive and accountable programs.

The failed federal legislative effort succeeded in setting a public agenda. The mandate is clear. Americans demand and expect streamlined and efficient job training programs. Despite the federal gridlock, some states already are implementing workforce training and development reforms.

Chapter 2
State Initiatives in Workforce Development

Robert H. McCabe and Laura Pincus

As the twentieth century draws to a close, educators, community leaders, and government officials face a world in transition. Technology, global markets, and uncertain economics make the workplace an increasingly demanding and competitive arena. In these turbulent times, American educational systems fail in one of the most fundamental arenas–preparing citizens for the dramatically changing workplace.

The current system appears unable to cope with the requirements of a postindustrial age. The problems and failures of current job training programs are well documented. Duplication of goals and services, corruption and fiscal waste, bureaucratic confusion, inappropriate training, and training for obsolete jobs simply because a program exists plague well-meaning initiatives and result in a largely inefficient system in need of self-examination and reform.

States Respond to the Challenge

Reform, however, is not an easy task. Nationwide disillusionment with the ineffectiveness of the occupational education system, particularly in preparing Americans for the information age, led to congressional initiatives in workforce development. Proposed legislation was widely discussed and anticipated. Expecting this new federal legislation, many states reacted by placing workforce development on the forefront of state legislative agendas. They held up their own occupational education reforms and proactively developed plans based on the expectation of federal block grants. Although the federal effort ultimately failed, it still shaped the political tides of workforce development–both speeding up and slowing down states' efforts.

The states, however, are better positioned than the federal government to reform workforce development. Although workforce reform has traditionally centered on federally funded programs, state expenditures for these efforts far exceed federal monies. Federal programs have been narrowly targeted, operating with separate delivery mechanisms and apart from the massive state education programs. The result is a complicated and largely ineffective system. Because the states operate the massive public education programs–kindergarten to university–and are familiar with their own unique economic realities, they are best suited to design a comprehensive, integrated, and coordinated workforce system that meets the challenge of the next century.

States recognize the training needs of employers, employees, labor market entrants, dislocated workers, and economically disadvantaged individuals, and many are responding with innovative programs. Much of the impetus for reform stems from a public frustrated with an inefficient education system and business and industry dissatisfied with the skills and competencies of their work force and the pool of available workers. Worried about losing industries to other states and countries and the impact of such a loss on the larger economy, states are restructuring workforce training programs to better serve business.

The breadth of concern for improvement in occupational education and a climate favorable to innovative programs puts states in a unique position. They can tailor programs to fit their demographics, employment trends, and other specific needs. While federal initiatives may target a population group such as the dislocated worker, it is the state that can best relate the workplace reality to local workers and industry. States better understand the myriad of needs of their citizens, businesses, and local labor markets.

Admittedly, any overview of state workforce initiatives is plagued with pitfalls. Particularly because states' economic, political, and cultural characteristics are as diverse as the populations they serve, workforce systems vary considerably across the nation. There are many forms of organization that deliver educational and job training options. These existing structures significantly impact the nature of the plans being developed. What works in one state may be successful due to innate factors–dynamic leadership, a tradition of public-private partnerships, strong vocational education programs, and economic growth. Thus, workforce delivery systems fit different molds. Finding an ideal model is difficult and belies the fundamental diversity of the nation.

Equally as difficult to measure is the link between a state's philosophical foundation and its workforce-training outcomes. Across the country, the rhetoric of reform is loud and its mandate strong. Yet the gap between a state's program or vision and the reality in the "trenches" for those

needing workforce training may be wide. Reform legislation is often marred by slow implementation and political struggles. Workforce development is no different. For some states, a streamlined delivery system may simply be a model on paper that flounders when implemented in its cities and towns. The initiatives are most often policies of increments–smaller successes like improving work requirements for recipients, training clients for specifically needed jobs, or better serving a certain population.

What is clear though is that state-based reform focuses on the same goal–delivering coordinated training activity in an efficient, seamless manner. Approximately one-third of the states have begun streamlining their programs. The methods and stages may vary, but the philosophical foundations are constant. Ganzglass points out that states are at different stages in the process with broad reform concentrated in a few states and at least one significant initiative in place in many other states. State reforms often center around the following points (Ganzglass 1966):

- establishing a state vision for workforce training and developing accountability to measure the progress toward the vision;
- broadening the public/private and interagency relationships at the state and local levels;
- decentralizing planning processes that focus on the priorities and needs of local communities; creating outcome-based accountability that stresses achievement and results not simply policy compliance;
- structuring financial arrangements so that resources go to providers who achieve desired results;
- restructuring services to avoid duplication and to eliminate the maze of overlapping multiple agencies making a flexible, easier to access, more responsible, and more efficient system;
- combining services in a variety of ways including one-stop centers with counseling, training, recruiting, and placement.

By determining their own needs and methods of reform, many states are innovatively tackling workforce issues. The following sections provide insight into the direction of reform in highlighted states. By no means a comprehensive discussion of each program, the emphasis rests with the unique points of a state's system and its theoretical premise, value, and achievement.

Oregon: Creating a Model for Reform

Oregon has set ambitious goals for its workforce delivery system–to create the best educated and prepared work force in America by the year 2000 and a work force equal to any in the world by 2010. With far-reaching legislation throughout the last decade, Oregon is working steadily toward that goal and has become a national model.

Oregon's Workforce Quality Council (WQC), created in 1991, oversees the development, implementation, and evaluation of an integrated statewide workforce policy. The WQC is composed of business, labor, government agency heads, educators (including a public school teacher and private vocational school representative), legislators, and other stakeholders in the social service system. It serves as the state's Human Resource Investment Council and coordinates over 40 different workforce training programs delivered through 12 agencies. In an important step toward consolidation, WQC combines three federally mandated policy and advisory councils–the State Job Training Coordinating Council, the Occupational Information Coordinating Council, and the Council for Professional Technical Education.

With broad responsibility, WQC develops state policy, establishes accountability guidelines to assess delivery systems, reviews budgets to ensure program conformity, seeks consensus on workforce issues, and coordinates the implementation of an innovative central workforce development information system–the Shared Information System (SIS). Though only in the early stages of implementation, SIS is the first system to consolidate statewide workforce development information. The goal of this comprehensive database is to share participant data; facilitate joint planning, client tracking, and reporting; and provide program evaluation.

While WQC is the overall advisory group, Oregon allows decisions to be made in local communities. Fifteen Regional Workforce Quality Committees, (RWQC) composed of representatives from business, labor, social services, local elected officials, community colleges, school districts, and colleges and universities promote business/education partnerships, develop service agreements, and oversee initiatives such as school-to-work and one-stop career centers. Functioning in the trenches of specific areas, the RWQCs serve two ends. As subcommittees of WQC, regional councils communicate with officials at the state level, assuring that programs follow state guidelines and trends. Most importantly, the regional councils call on key players at the local level to tailor programs to meet the area's needs.

Oregon's system is innovative in a way that extends beyond management and structure. Through concrete legislation, Oregon has established clear accountability standards in both the academic and occupational programs. The state then measures Oregon students' proficiency in core academic and occupational performance areas.

The 1991 Oregon Educational Act for the Twenty-First Century started the state's effort to completely restructure the educational system at all levels. The Act demanded strict accountability. Among its many tenets, the legislation called for curriculum-content standards and still-evolving Certificates of Initial and Advanced Mastery. Based on a

BEST COPY AVAILABLE

series of performance and content assessments, the Certificate of Initial Mastery (CIM) measures mastery levels during grades 3, 5, 8, and 10. Standards in mathematics, science, history, geography, economics, civics, English, second languages, and the arts are measured through diverse assessments including work samples, tests, and portfolios. With linkage throughout curriculum levels as a goal, students may collect credentials over a period of years, culminating in a project or exhibition that demonstrates attainment of required knowledge or skill.

To bridge the gap between education and workforce development, Oregon also has created a Certificate of Advanced Mastery (CAM) which outlines benchmarks in career preparation. The CAM will be awarded toward the end of high school to students who meet academic standards and who participate in work-related activities. It signifies that students have been prepared for postsecondary academic pursuits and, importantly, links their work to professional technical careers. CAM is designed to provide all students with contextual learning opportunities in one (or more) of six endorsement areas: arts and communications; business and management; health services; human resources; industrial and engineering systems; and natural resource systems. These endorsements reflect the economic trends of the state and prepare students for further education, lifelong learning, and employment. On-site experiences, job shadowing, and internships are part of the wide array of programs which inform students about future choices in career endorsements.

The strength of these skill standards rests with their variety. Often, focusing specifically on career guidelines is problematic. Students can be "tracked" early in adolescence into an occupational path. They can be given little opportunity to change their minds or develop skills outside the vocation. Oregon confronts this criticism by broadening the requirements to include reading, writing, problem solving, reasoning, communicating, critical thinking, retrieving information, using technology, and working in groups. In theory, this allows the schools to give students base-level skills as well as specific competencies, and creates a future work force that can adapt to any employment situation.

With a redesigned delivery system and strong evaluation mechanisms, Oregon is a national model for workforce reform. In 1994, the governor, along with local officials, designated Oregon as a national demonstration site for "reinventing government." The proposal, known as the Oregon Option, streamlined government services and called for intergovernmental cooperation. Emphasizing workforce development, the Oregon Option was based on creating a system with the following principles: a system structured, managed, and evaluated on the basis of results; a system oriented to customer needs and satisfaction; a system centered on prevention rather than remediation; and a system focused on integrated design with service delivery delegated to front-line, local-level providers. Still evolving and working toward these goals, Oregon appears poised to create a cogent, coherent, and accountable workforce system (Education Commission of the States 1966).

Florida: Reforming the Delivery System

At the center of Florida's workforce training initiative is Enterprise Florida Inc. (EFI), a public/private partnership involving the state's business, government, and education sectors. Created in 1992 and closely monitored by state and federal agencies, EFI is dedicated to expanding Florida's economic activities through affiliate partnerships concentrating on capital financing, technology innovations, international trade, business development, and workforce development. The workforce affiliate, established by state statute in 1994 as the Jobs and Education Partnership (JEP), evaluates and coordinates workforce development activities and initiates new programs. Under the direction of Governor Lawton Chiles in 1995, JEP, in partnership with the state legislature, took the leadership role in redesigning the state's workforce development system. The goal is to create a market-driven, cooperative enterprise that focuses on customer delivery.

Recognizing that one size does not fit all in workforce programs, JEP has regional boards designed to capitalize on the creativity and resources of local communities. Through the Workforce Florida Act of 1996, these regional boards, built on cooperation between business and education focus on four integrated facets: school-to-work, one-stop career centers, welfare-to-work, and training for high skills/high wages. The regional boards reflect the diverse needs and interests of the community as the law requires at least 51 percent of its membership to come from private-sector executives and representatives from private educational institutions and community-based organizations. JEP regional boards are responsible for the tactical delivery of services including coordination of federal and state programs, selection of service providers and rewarding innovative and successful job placement efforts. In an important step to eliminate conflicting interests and potential fraud, JEP regional boards and their staffs are prohibited from providing direct services.

School-to-work functions as the state's youth and adult workforce education strategy–and is its most established element. The program coordinates business, education, and community for long-term career planning. Twenty-eight planning regions, developed from the existing tech-prep consortia, gradually are implementing the school-to-work initiatives. In an important step to ensure that school-to-work is not fragmented–targeting K-12 in isolation–regional boundaries mirrored the 28 community

college districts. Each region includes one community college, anywhere from one-to-six school districts, and private industries that are within the district. The initiatives are diverse, ranging from strong apprenticeship programs to tech-prep systems that serve over 30,000 students and include over 250 high schools and technical education centers.

JEP is closely linked with the other goals of workforce development–one-stop centers, welfare-to-work, and high skills/high wages. The one-stop career centers provide a wide range of employment, education, and training services to their clients. In theory, they collapse existing programs that pay benefits to unemployed workers into those that find employment for individuals. JEP regional boards, in addition, help deliver Florida's public assistance program–Work and Gain Economic Self-Sufficiency (WAGES). In a symbiotic but at times complicated partnership that is still developing, JEP regional boards work with the local WAGES coalition to deliver services. Education and training is provided under the WAGES program through agreements with the JEP regional boards. Programs such as Untried Workers, an incentive program for employers to hire WAGES participants, are part of JEP's initiatives and its goal of moving citizens out of dependency. Finally, to address the high-skill/high-wage jobs component, the legislature launched Performance-Based Incentive Funding. These incentives were designed to motivate educational institutions to provide new training programs in higher-wage occupations, reward them based on outcomes, and encourage them to serve targeted populations. The Florida Education and Training Placement Information Program–a data system that collects information–and the Occupational Forecasting Conference–a labor market analysis group–identify high-growth industries and help determine if clients are successfully placed in them.

Florida demonstrates a high level of commitment and progress in workforce innovation. The state is confronting the complications of implementation. Economic independence is at the core of Florida's effort. EFI, an agency with economic development as its primary motivation, oversees job training and education. Yet these multiple roles are complicated by conflicted interests. Entrenched interests in education and social services can view EFI and JEP Boards with skepticism. As an agency so focused on economic outcomes, they can be seen as insensitive to the needs of public-assistance clients and their social problems. Past programs have been fragmented with social services, education, and job training working separately to provide services. While the need for reform is clear, no one wants to be shut down through consolidation. When JEP regional boards oversee the delivery of workforce and social services, existing programs may be subdivided or dismantled. This could cause conflict, as warring factions battle to maintain their interests (Education Commission of the States 1996).

Florida has taken major steps toward improving occupational education and creating a comprehensive, integrated workforce development program. Many hurdles remain due to the fact that these excellent concepts are more progressive than the quality of implementation regulations. Moreover, performance-based funding regulations need to be significantly restructured to avoid creating burdensome and costly bureaucratic red tape.

California: Providing Workforce Services to a Large and Diverse State

As the nation's most populous and ethnically diverse state, California's workforce needs are particularly daunting. It has one-third more K-12 enrollments (5.7 million) than the next largest state (Texas) and is expected to experience a dramatic 21 percent growth in student population over the next 10 years. With such a wide spectrum of serviceable population, its workforce development system must satisfy a number of constituencies–the needs of local communities, students, business, and education.

Developed through Governor Pete Wilson's School-to-Career Task Force, a 27-person committee including representatives from business and industry, education, legislators, labor organizations, parents, advocates for special needs populations, Job Training Partnership Act programs, and state agencies, the California workforce plan is an outline of pending and existing initiatives. It describes a discernible goal of preparing all students for rewarding high-wage, high-skill careers, productive citizenship, and personal and professional growth. Its structure and implementation strategies reflect national trends. By establishing this clear vision, coordinating structures, and local partnerships, California is mirroring what is occurring in other states.

At the state level, the heart of the system rests with strong collaboration. The plan calls for the governor to appoint a high-level school-to-career advisory council comprised of nominees submitted by the state superintendent of education, the chancellor of the community college system, the president of the University of California, and the chancellor of the California State University. This board would make policy recommendations to the governor, legislature, and education and training bodies regarding state-level coordination. An interagency partnership among policy makers–the chancellor's office of the California Community Colleges, the Employment Development Department, and California Department of Education–will collaborate on the day-to-day management of the system, including fiscal oversight.

Significantly, the management of workforce development in California is not "top-down." In order to add credibility and relevance to California's program, private-sector input and local partnerships play a critical role in planning. Business leaders in the state, including the California Business Roundtable and the California Chamber of Commerce, are trying to assure business involvement in school-to-career goals. Leaders are encouraging local business participation by recruiting participants to provide paid work experience and apprenticeships for students, identifying incentives for employer participation, and creating specialized programs and curriculum.

Many of these partnerships are already functioning and serve as models for the rest of the state. California's 72 Regional Occupational Centers utilize extensive partnerships with business and industry to give career training, guidance, and planning to youth and adults. Among the centers' programs are apprenticeships, training, and retraining of workers. Curricula taught by industry-experienced teachers is designed to meet local labor market demands. Other specific programs, like Workforce Silicon Valley, capitalize on community resources. Through a collaboration between all school districts in the area, four community colleges, and local businesses, career education focuses on specific occupational clusters: information systems, health services, financial services, and advanced manufacturing, with future plans expanding the clusters. Diverse partner institutions work together to refine school-based learning, work-based learning, and connecting activities that bring schools into the communities and communities into the schools. The East Bay School-to-Career Partnership Project, in addition, collaborates with California State University, the Peralta Community College District, and the Bay Area Industry Council to develop rigorous and meaningful regional career pathways in specific fields including health services, technology, business, international trade, and environmental technology. What these partnerships and the many others like them recognize is that students need to be prepared for the work force of the future. Business, labor, and education leaders identify the occupations with the greatest potential of growth in the coming decades and then create workforce learning and training to meet that need.

California's comprehensive reform is in its beginning stages. Governance and budgeting processes have been established, and requested funds will expand existing programs and create new ones. California's careful and thoughtful approach provides a glimpse into the workforce programs of the future–a state system based on a cooperative spirit among agencies, employers, educators, local businesses, and political leaders (Education Commission of the States 1996, The California School-to-Career Grant 1996).

Texas: Taking Bold Steps Toward Consolidation

In an effort that is consistent with the national movement to streamline job training programs, Texas is working toward a seamless workforce delivery system. Through a series of legislative initiatives, strategic planning for the state's programs involves a collaborative effort. In 1993, the legislature created the Texas Council on Workforce and Economic Competitiveness (TCWEC), an advisory panel which makes recommendations on workforce development to the governor. This group represents business, industry, labor, education, key government agencies, and community-based groups. TCWEC functions as the state's Human Resource Investment Council (HRIC) and is responsible for the overall strategic planning and direction of Texas workforce policy. In 1995, to assure further coordination, the State Legislature merged 28 employment, training, welfare, and education initiatives, including school-to-work, from nine state agencies into the new Texas Workforce Commission (TWC). The commission functions not as an advisory board, but as the administering agent, distributing funds through competitive grant models and monitoring programs. Both bodies represent bold steps in consolidation and emphasize a business-driven workforce system. Significantly, their goal is to bridge the gap between school and the workplace. They recruit employers from the state's large base for field trips, shadowing, on-the-job training, internships, and apprenticeships.

This state-level consolidation echoes the political tides in Washington. A major component of the Workforce and Career Act of 1996 was the merging of programs to cut administrative expenses and to avoid duplication. Mirroring the intent of this failed federal legislation, the Texas initiatives indicate an important shift in policy direction. While the TWC and TCWEC are state bodies, the real impetus for action rests with the Local Workforce Development Boards. The Texas system calls for 28 workforce development areas, and local officials within these areas have the option of creating local boards. Most areas followed this path, and by August 1996, 20 applications for local workforce development boards were on file with TWC, and the number was expected to increase. These local boards, certified by the governor, assume great responsibility. They are responsible for regional workforce planning, from recruiting partners to establishing and overseeing one-stops–called Texas Workforce Centers–which use the labor market information to assess, serve, and refer clients. Taken together, the structure fundamentally changes the delivery system–decisions once made in Austin are now made at the local level.

The Texas program is a clear indication of the changing of workforce development policy in another key area–accountability. With politicians, business leaders,

educators, parents, and students frustrated by a disjointed system that judges efficiency by the number of clients in a program, Texas is taking strong steps toward evaluation. In 1995, the Texas legislature created an 11-member board, the Texas Skill Standards Board, to develop a statewide system of industry-defined and industry-recognized skill standards and credentials for all major skill occupations that provide employment and earning opportunities and require less than a baccalaureate degree. With a planned gradual implementation and standards already highly developed in occupations such as the petro-chemical industry, the Skills Standards Board will work toward standardizing assessment, certification recommendations, developing measures for basic skills, and funding curriculum development based on the standards. The goal of these skill standards is clear–training must be geared to relevant, measurable results (Education Commission of the States 1996; The Texas School-to-Work State Application for an Implementation Grant 1996).

With its streamlined structure, local participation, and accountability initiatives, Texas is working to create an efficient delivery system. Progress in Texas slowed when Congress failed to pass the anticipated 1996 workforce development legislation. In addition, as a decentralized state, achieving broad-based reform in Texas is difficult, given that implementation efforts lag far behind planning efforts.

Illinois: Collaborating with Business and Education

As one of the nation's leading centers for manufacturing, agriculture, and business, Illinois faces enormous challenges. Unprecedented downsizing, technological advancements, and agricultural changes have produced a workplace in flux. All this at a time when sustained economic growth requires the development of diverse industries and a skilled work force. To respond, Illinois has established a forward-thinking workforce preparation system that rides the tides of reform, stressing economic growth, local collaboration, and accountability.

The initiatives are structurally linked to assure collaboration. The Illinois Human Resource Investment Council (HRIC), established by state law in 1995, oversees the state's workforce development policy. Its 33 members, appointed by the governor, represent business, industry, agriculture, education, state social welfare agencies, organized labor, and community-based organizations. The HRIC adopts a comprehensive set of goals and implementation strategies and establishes benchmarks to measure progress. Under the leadership of Governor Edgar, HRIC membership maintains a balance between education, private industry, and traditional job training interests. Because of its inclusive structure, HRIC can function as an "independent body" overcoming the tendency of existing programs and agencies to protect their respective interests.

This collaboration extends beyond the state's HRIC. Workforce development activities, such as the Illinois one-stop career centers–called the Illinois Employment and Training Centers (IETC)–involve both education and business interests. Since 1994, 41 full-service IETCs began operation in the state. Plans call for 55 full-service centers and 93 satellite offices. In a move to combat the tension between education and job training interests, Illinois anticipates that all community colleges will host, at the very least, satellite centers. These satellites will provide specific services including job-market information and searches. Some community colleges may be full-service one-stop centers with co-location of programs and services and on-site instruction and assessment. It is significant that the state is attempting to include community colleges in the service delivery.

With local participation as an underlying goal, Illinois uses 39 private-sector-driven local partnerships to direct its education-to-careers initiatives. These partnerships reflect consortia of interests with at least 50 percent of their membership from the private sector. Yet, business is not the sole driving force behind the partnerships. In order to strengthen linkages between secondary and postsecondary education, community college district boundaries are used to designate local partnership areas. Thus, the partnership does not work in isolation, but instead capitalizes on the educational resources of the local community to carry out the school-to-work vision. The partnerships encourage employers to provide work-site opportunities for teachers and students, develop apprenticeships, and shape and deliver career information. The strength of local partnerships builds as their ability to tailor programs to meet unique community needs increases. In a diverse state like Illinois, workforce training must meet the needs of urban centers like Chicago, as well as rural areas like Rockford. By utilizing local partnerships between business and education, Illinois accomplishes this goal, matches its programs to the economic needs of areas, and includes each group in the process.

In a further step to ensure that the workforce training is relevant, Illinois is establishing academic and occupational standards. The Academic Standards Project, part of an ongoing effort that began in 1985, defines what all students should know, including learning benchmarks at the elementary through high school levels. Teams of teachers, school administrators, community college leaders, university faculty and staff, and business and education organizations are developing standards in mathematics, science, health, physical development, language arts, fine arts, social science, and foreign languages. In addition, career preparation is now part of the mainstream curriculum, and workplace readiness standards are part of its content.

Employer-identified skills standards are also being developed in 14 key industry areas–agriculture and natural resources, construction, energy and utilities, manufacturing, applied science and engineering, transportation and distribution, communications, health and social services, educational services, hospitality, marketing and retail trade, legal and protective services, business and administrative information services, and financial services. A nine-member private-sector Illinois Occupation Skills Standard and Credentialing Council, consisting of representatives from business, industry, and labor, oversees the effort including determining occupations that should have standards and establishing voluntary credentialing systems. Using a subcouncil structure of employers, workers, educators, and trainers in each industry, the initiative hopes to produce skill standards for industries that support the state's economic development. Predictably, an initiative of this scope is a gradual process, but subcouncils in seven fields, including agriculture and natural resources, manufacturing, and health and social services, are well established and operational.

Academic and skill standards are political lightning rods. Skeptics question who develops the standards, how they are measured, and the process of implementation. Moreover, interests of the business community and education do not always correspond, meaning that standards may serve the needs of one group to the exclusion of the other. To address this issue, Illinois involves educational agencies as key players in creating academic standards. In addition, the Illinois Community College Board links the standards to resources that provide for the implementation of standards and curriculum revisions.

Illinois is an example of a state that is creating progressive reforms. With strong private-sector participation in the HRIC, local partnerships, and standards boards, Illinois builds relevant programs to fit its communities. Yet with careful structure and balance, economic development and business interests are not the sole focus of workforce development. Educational agencies also play a role in the delivery system. For Illinois' still-evolving program, the challenge is to maintain this necessary cooperative spirit and efficiently translate the plans into actions (Education Commission of the States 1996; The Illinois Education-to-Careers Grant 1996).

North Carolina: Focusing on Human Resources

Building A High Performance Workforce: 1995-97 Strategic Directions for North Carolina asserts that "an able workforce is the main ingredient in ensuring a competitive economic future for North Carolina. An abundance of natural and capital resources can no longer guarantee economic success. Instead, human resources have become the competitive edge in the high-performance, global economy faced by the Nation and the State" (Governor's Commission on Workforce Preparedness 1995). This report, the philosophical treatise of North Carolina's workforce plans, establishes an important imperative for the state's efforts–cultivate and improve the skills and education of its citizens.

At the center of North Carolina's efforts is the Governor's Commission on Workforce Preparedness created by a 1993 executive order. A 40-member board which includes membership from the private sector; heads of state departments responsible for workforce development programs; and representatives of organized labor, community organizations, and educational agencies; the Commission is designated as the State's Human Resource Investment Council (HRIC). Entrusted with the responsibility for creating a coherent and comprehensive workforce development system from the approximately 45 existing programs, the Commission is developing a plan which emphasizes retooling the existing work force, preparing the emerging work force, and building the workforce system infrastructure. The Governor's Commission on Workforce Preparedness is the state's overriding structure, but does not work in an isolated vacuum. Its diverse membership assures collaboration and the commission works with task forces and committees in key areas including school-to-work and welfare reform.

The state's school-to-work initiative, called JobReady, focuses on career planning throughout the curriculum. A state JobReady Partnership Council, working under the auspices of the Governor's Commission, serves as the managing body for the program. The council reviews local partnerships and grant proposals and makes funding decisions. JobReady's curriculum efforts begin early at the elementary level, when students explore the professional world through site visits and resource speakers. At the middle school level, the effort intensifies as students assess their skills and interests and participate in job shadowing. By 10th grade, students focus on an area deemed a Career Major based on growing occupational areas such as biotechnology, telecommunications, and human services. Also, students are presented with a menu of work-based experiences such as career-major internships, apprenticeships, and tech-prep programs. JobReady emphasizes that all students have at least one work-based learning experience before high school graduation. North Carolina monitors academic and career progress through highly developed accountability standards which establish baseline benchmarks that help to hold the education system accountable to specific goals.

Recognizing that decisions need to be locally based, local JobReady Partnership Councils are being established to coordinate with the state council. Created around at least one school system and a community college, employers comprise at least 51 percent of the membership. This

BEST COPY AVAILABLE

ensures that local partnership plans reflect the local labor market and economic development needs. These local partnerships identify school-site mentors, create career development plans, and oversee their implementation in the schools. Regional Workforce Development Boards, evolved from the 26 Private Industry Councils, approve the local JobReady Partnership Council plans and monitor their progress.

North Carolina also has taken steps to link welfare reform to workforce development. The Commission on Workforce Preparedness produced recommendations for welfare reform in 1995 that Governor James Hunt incorporated into his welfare reform plan. Reflecting the national climate and needing federal waivers for implementation, this welfare reform stresses independence and responsibility. The plan mandates that recipients have a personal responsibility contract, requiring them to go to work early in their welfare experience; this strategy provides incentives to encourage work, to keep families together, and to limit the period of time Aid to Families with Dependent Children (AFDC) benefits can be received. Workforce training is the cornerstone of this progressive plan.

North Carolina's workforce development plan is remarkable in its focus on human resources. The state begins career preparation early, monitors students' progress, and works hard to serve at-risk and marginalized citizens. Like other states, North Carolina also is using agency collaboration to create a network of one-stop career centers which will serve its diverse populations. A dynamic state with areas of dazzling economic growth and pockets of rural communities, North Carolina faces the challenge of implementing a system that can effectively serve all of its citizens (Education Commission of the States 1996; Governor's Commission on Workforce Preparedness 1995; North Carolina Education Standards and Accountability Commissions 1996; Governor's Commission on Workforce Preparedness 1996).

Conclusion

Inspired by an inefficient status quo and prompted by potential changes in federal funding streams, states are moving toward and creating workforce development systems with inventiveness and far-reaching change. While they are at different stages of implementation and experiencing different levels of success, the states profiled provide a glimpse into both the possibilities and problems associated with these efforts. It is clear that support exists for building cooperation among agencies, consolidating programs, cultivating business partnerships, empowering local communities, and monitoring programs. States are creating tangible initiatives, ranging from a network of one-stop career centers to business and education linkages. With a clear goal at the core of policy direction–to create a work force prepared for the challenges of the next century–most states are working toward more seamless and effective programs.

Chapter 3

COMMUNITY COLLEGES AS THE NEXUS FOR AMERICAN WORKFORCE DEVELOPMENT

Robert H. McCabe

If Americans are to maintain their quality of life and strong economy, they must regain the midcentury advantage created by a superior work force. American business and industry need a highly skilled work force in order to compete in a global economy. Numerous reports chronicle the failures of our educational system and the decline in the skills of American workers. To continue as a world leader, America must close the gap between the skills that Americans possess and those required for productive employment. The Wingspread Group on Higher Education describes the situation well:

> A generation ago, our society was affluent, richer than it had ever been, with the prospect that its wealth would be more widely and deeply shared than ever before. The American economy–our assembly lines, our banks and farms, our workers and managers–dominated the global economy. Ours was the only major economy to emerge intact from World War II. Trade barriers limited global competition. Our industrial plant and national infrastructure were the envy of the world. As a people, we believed we could afford practically anything, and we undertook practically everything.
>
> Those days are behind us. Global competition is transforming the economic landscape. Fierce competitors from abroad have entered domestic markets, and one great American industry after another has felt the effects. We have watched with growing concern as our great national strengths have been challenged, as the gap between rich and poor has widened, and as the nation's economic energy has been sapped by budget and trade deficits. We have struggled–so far unsuccessfully–to set the country back on the confident, spirited course we took for granted a generation ago.
>
> We can regain that course only if Americans work smarter. Otherwise, our standard of living will continue the enervating erosion that began two decades ago. Individual economic security in the future will depend not on job or career stability, but on employability, which itself will be a function of adaptability and the willingness to learn, grow, and change throughout a lifetime . . . (Wingspread 1993).

Congressional efforts to create a comprehensive workforce development policy and state efforts to institute their own plans demonstrate a clear understanding of the need. Progress is impeded by the entrenched educational system that continues to operate as if no societal changes have occurred. The myriad of organizations involved in the maze of "alphabet soup"–federally supported occupational programs–fragment services and make them ineffective. All too often, organizational issues have taken precedence over the needs of people and the economy. This simply cannot continue.

America must have a national workforce policy, and each state needs a high quality, cohesive, comprehensive, integrated, and uncomplicated workforce development plan. The following sections detail the argument for community colleges as the key players in actualizing workforce development plans.

The Changing Nature of Work

Our society has never been static. Today, however, change has accelerated, especially in the work environment. Because of the profound changes in the nature of work, 80 percent of high school graduates will need some postsecondary education. Since World War II, there has been a continuous decrease in unskilled or semiskilled jobs, and the percentage of jobs that require a four-year degree or higher has stabilized. In the future, the jobs that will dominate employment will require six months to two years of postsecondary education.

Employers no longer hire individuals with the expectation that they will stay in a single job category for a full career or, for that matter, that they will even remain employed by that same company. For the employees of the future, the only real constant will be change. Growing numbers of Americans will need greater information competence in order to meet rising minimum job qualifications. They will clearly have to keep learning throughout a lifetime in order to stay current in a position or to move to new positions being created by technological change.

According to Jerry Jasinowski, President of the National Association of Manufacturers, "In today's global economy, the knowledge worker is essential to U.S. competitiveness. From the factory floor to the boardroom, there is a new

sense of urgency to have a skilled work force that responds to today's challenge for quality goods. Cutting-edge technology, customization, and new manufacturing processes have created even more pressure to create learning opportunities that continuously upgrade the knowledge of all workers" . . . (Jasinowski 1996).

The Changing Student Body

In addition to the changes in the nature of work, there will be profound changes in the characteristics of postsecondary students. "A demographic wave of students over 40 could overwhelm the current infrastructure of traditional higher education institutions," according to the Educational Resources Institute, especially when combined with the baby boom 'echo' of students who will begin enrolling about the year 2000. In fact, enrollment of students over 40 is already on the rise. These students are part time and typically white, female, and married. They are motivated by increasing educational requirements for employment, changing life circumstances, and personal growth. Worker surveys also reveal that mature students have the greatest need for training or retraining in their current jobs. These students, while somewhat uncomfortable with technology, are becoming major consumers of new teaching and learning methods, including self-paced and distance learning arrangements. The flexibility offered by these approaches works well with their job or family involvements. (Educational Resources Institute 1966).

Given these demographic swings, the task for postsecondary education in workforce development is imposing. There will be many more and very different students. This circumstance will create the need for systemic program restructuring. Recent reports from the U.S. Department of Education, the U.S. Department of Labor, the College Board and the California Higher Education Policy Center document the following dramatic enrollment changes that lie ahead.

There will be more:

- Postsecondary education will be a necessity for 80 percent of high school graduates.
- High school graduates are forecast to increase by 32 percent by 2008.

Most students will work:

- Currently more than 50 percent of higher education students work–their goals are to upgrade, retrain or advance.

Part-time students will dominate:

- Part-time students were reported to have increased at 66 percent of colleges.

The number of older students will increase:

- Over the past decade, 77 percent of colleges report an increase in enrollment of students over age 35.
- Over the past decade, students over age 35 increased from 9 percent to 18 percent of higher education enrollment–there are now 2.5 million enrolled.

Lifelong and intermittent attendance will rise:

- Most Americans will need to return repeatedly for additional education over a lifetime.

Minority students will increase:

- By the year 2005, 40 percent of Americans of school age will be minority.
- In the past decade African-American enrollment in higher education has increased by 27 percent compared to 9 percent for Caucasians.

The number of students entering with deficient academic skills will increase:

- More students will enter with academic deficiencies.

The Growing Dependency

Increasing numbers of individuals are falling into dependency, and the growth of the underclass is threatening our national well being. Our indispensable work force shrinks while crime and welfare costs explode. Worst of all, we seem to accept that many Americans live in intolerable conditions. It is "their problem," not ours. This point of view is not worthy of a nation that possesses our principles and affluence

Walled communities, private security guards, and sophisticated security systems proliferate as people attempt to separate themselves from the problems of society. No one, however, can escape from the real culprits–poverty and unemployment. When these circumstances exist, no walls are high enough.

According to sociologist William Julius Wilson:

> Work is not simply a way of making a living in support of your family, it also constitutes a framework for daily behavior because it imposes discipline. Many of today's problems in inner city neighborhoods–crime, family dissolution, welfare–are fundamentally a consequence of disappearance of work. The negative consequences are clear: where jobs are scarce, many people eventually lose their feeling of connectedness to work in the formal economy; they no longer expect work to be a regular and regulating force in their lives. In the case of young people, they may grow up in an environment that lacks the idea of work as a central experience of adult life-they have little or no labor-force attachment . . . Wilson, 1966, p.30).

While some express concern that expenditures on education and social services are too high, the prospect of

the far greater price for supporting a growing underclass is truly frightening. Besides the issue of crime, the direct cost of supporting dependent individuals is astronomical. In 1991, the national expenditure on public welfare was $517.10 for every American. Thus, as a nation, we spend in excess of $125 billion a year to support dependency. (McCabe 1994).

The local circumstance is no better. In a recent Dade County, Florida, study, the high direct costs of dependency are clear. In neighborhoods with less than 30 percent of the families living in poverty, the expenditure on all public services was $4,312 per family. In areas with higher poverty, it rose to $10,838. The cost of public services for the average family was $4,783 compared to $24,901 for dependent ones. (House 1994).

Demographic change will increase the percentage of older Americans and decrease the percentage of potential workers. Thus, in our own self-interest, we need the human resources represented by those who are dependent or headed toward dependency to become part of a constructive, well-prepared workforce.

A considerable backlash against immigrants and less sympathy for the plight of minorities is sweeping the country. California Proposition 209 intends to eliminate affirmative action. Even those who supported this amendment recognize that we must raise the educational level of those who have been discriminated against in the past if they are to compete on an even basis. All of the new welfare reform initiatives depend on moving welfare recipients into productive work. Any well-structured work development program must therefore pay special attention to the dependent, the underprepared, and the impoverished.

Community Colleges As the Nexus for Workforce Development

A comprehensive, broad-based institution that embodies the American belief in the value of every human being must be at the center of successful workforce development programs. Community colleges are such institutions. They have a remarkable record of service to their communities and a history of providing educational opportunities to the full spectrum of Americans. Their workforce development programs are efficient and directly aligned with the leadership priorities of both major political parties. While they take great pride in the services that they offer to the poor and underprepared, the colleges also have been, in the words of former Secretary of Labor Robert Reich, "the unsung heroes of the middle class." It has been the middle class that has benefited most from these institutions.

Community college success is based on four unfailing attributes–attributes which other institutions of higher education have traditionally lacked. It has proximity for those who cannot afford the psychological, financial, or other constraints of "going away." It has access for those who are serious about achievement despite early failures or low admissions test scores that cannot measure human spirit and determination. It has molded itself to the people of a diverse nation, responding to economically good and bad times and to chronic problems which point back to a need for skill, knowledge, or self-sufficiency. The community college also has representation; it is a microcosm of American society–as evident in the diversity of the people who work and study there.

Community colleges have been in the business of workforce development for a long time. This point is made in a report by the American Association of Community Colleges:

> Education for work has been a key component of the community college mandate from the first. Early in this century L. V. Koos described work preparation as a singular contribution of the movement. The importance of preparation for work was also stressed by the 1948 Truman Commission report on higher education. Beginning in the 1960s, career and technical programs tended to dominate the curriculum. Currently, about two-thirds of all community college students are enrolled in career and technical studies, and about 25 percent of the associate degrees awarded are in the liberal arts. The largest numbers are in engineering, business, and health . . . We conclude that the community college will have a pivotal role to play in rebuilding communities by responding to local economic needs, by preparing an educated work force, and by training and retraining workers and executives, as well . . . (American Association of Community Colleges 1988).

Increasingly, America is turning to community colleges for workforce needs. Jerry Jasinowski (1996) writes, " . . . a growing number of manufacturers–both large and small–are turning to their local community colleges for help. Often, in cooperation with local employers' groups, community colleges have responded with vigor, designing customized workforce development programs and highly focused course work for a range of employee needs."

The greatest strength of the American postsecondary educational system is its openness of opportunity and willingness to give people second and third chances. This philosophy maximizes the value of all human resources. Community colleges pride themselves on helping every person and believe that everyone benefits when the talents of each individual are fully developed. These institutions assume that if an individual does not have specific skills, it is not an indication of an absence of talent–simply an absence of those skills. Community colleges support the concept that growth is possible at any point in life.

BEST COPY AVAILABLE

The American community college is uniquely designed to facilitate these multipurposes. It has the right values; it has short occupational, as well as two-year, programs; and it provides an easy transition to degree programs.

Workforce Development Programs

Workforce development programs can be divided into four basic forms, all of which are within the scope of community college offerings.

Programs for the New Job Entrant. More than two-out-of-three high school graduates enter directly into postsecondary education, and both the percentage and numbers are increasing. Two out of three of these entering students also lack essential basic academic skills. Educational programs, therefore, must incorporate information skills development into everything they do.

Programs for Dependent Individuals. People who are currently dependent on society must develop the skills needed to become independent. This group can range in age from recent high school dropouts to people who are late in the lifework cycle. Nothing in their backgrounds suggests that they understand the requirements of work, including such very simple things as being on time or calling if one is ill. Their lack of informational skills is a severe handicap. Their skills are so minimal that improvement can only be achieved through substantial intervention. Short term efforts have little prospect of success.

Retraining and Upgrading Programs. Technology constantly changes the workplace, and business and industry continues to restructure. As a result, most individuals will need to be retrained or gain new skills in order to continue to be employable or to advance up the employment ladder. Throughout their lives, Americans will need continuing education and training.

Contract Training Programs. American business and industry are dependent on a well-prepared work force. They spend astronomical amounts on their own training. In recent years, more and more businesses are "out-sourcing" this customized training–contract training–to community colleges. Community colleges have been particularly creative and aggressive in developing these programs.

Community Colleges Are the Right Institution

Many organizational arrangements can be devised in the states as they institute workforce development policy. Unfortunately, most federal programs have relied on structures organized only to operate their programs. The states should not make this mistake. Their community colleges are the right institutions around which to organize workforce development programs.

They Have the Right Locations. In most states, community colleges are within commuting distance of most of the population. In addition, their service areas have been structured to be inclusive. They have working relationships with high schools, colleges, universities, social agencies, and business and industry within their service areas. Of even greater importance, they have campuses or centers in communities with the highest unemployment that typically receive the least services.

They Have the Right Values and Attitudes. America needs everyone to have the skills and competencies necessary for constructive employment and self-sufficiency. This is essential for the quality of life of our country, for the dignity of our citizens, and for the support of competitive business and industry. The values and attitudes of community colleges are exactly right for the task of achieving full workforce development. A report of The American Association of Community Colleges states, "At their best, community colleges recognize and enhance the dignity and power of individuals. Students come to colleges to pursue their own goals, follow their own aptitudes, become productive, self reliant human beings, and, with new knowledge, increase their capacity and urge to continue learning . . . " (American Association of Community Colleges 1988).

They Have the Right Programs. For many years, there has been a debate concerning the content of occupational programs. One group asserts, "Make it practical–make it directly job oriented–teach only those skills needed to perform the job for which the individual is preparing." Others argue that individuals taking occupational courses would be shortchanged if they were not provided general education courses like those provided for bachelor's degree students. To a significant degree, that debate has been resolved. With the prospect of individual careers changing multiple times in a lifetime, and employers expecting higher-order skills from their employees, the nature of future occupational program developments seems clear. First and foremost, individuals must have the base of skills that employers indicate are important to every position. These are set forth in the report of the United States Secretary of Labor's Commission on Achieving Necessary Skills (SCANS) that is enthusiastically endorsed by both education and business. These include strong communication skills, the ability to work effectively with others, and problem-solving capabilities. This core closely parallels the academic skills that individuals need to proceed to bachelor's degrees. An individual with these skills has many options. He or she can easily obtain the specific job skills needed as positions change or shift to a new set of job skills when positions open. It is essential that we do not dead-end people by tracking practices that place individuals into job-specific-only education that can narrow opportunities for a lifetime.

In 1992, the SCANS report called on the American educational system, from preschool through postgraduate,

to attend to the responsibilities graduates assume as workers, parents, and citizens. Asserting that there is more to life than earning a living, SCANS also insisted that the following set of foundation skills and competencies are essential in the modern world:

Foundation Skills

Info-competent individuals in the high-performance workplace need:

- Basic Skills–reading, writing, arithmetic and mathematics, speaking, and listening;
- Thinking Skills–the ability to learn, to reason, to think creatively, to make decisions, and to solve problems;
- Personal Qualities–individual responsibility, self-esteem and self-management, sociability, and integrity.

Competencies

Effective individuals can productively use:

- Resources–They know how to allocate time, money, materials, space, and staff.
- Interpersonal Skills–They can work on teams, teach others, serve customers, lead, negotiate, and work well with people from culturally diverse backgrounds.
- Information–They can acquire and evaluate data, organize and maintain files, interpret and communicate, and use computers to process information.
- Systems–They understand social, organizational, and technological systems; they can monitor and correct performance; and they can design or improve systems.
- Technology–They can select equipment and tools, apply technology to specific tasks, and maintain and troubleshoot equipment (Wingspread Group 1993).

The American community college is uniquely prepared to provide the form of education that is needed today. It is the only postsecondary institution that has both strong academic and occupational programs and faculty. It can and does combine the competencies for effective living with those necessary for information-based employment.

They Have Comprehensive Services. In view of the breadth and nature of workforce development, it is evident that programs must be centered in a comprehensive institution. Both students entering directly from high school and dependent adults need basic information on skill development, as well as occupational and life competencies. Retraining and upgrading programs are adaptive and frequently of limited duration. The truly successful educational programs permit individuals to drop in and out and to get what they need when they need it. In addition, an institution must be organized to design and operate programs only as they are needed.

Effective systems must provide sound advice, guidance, and support to students in making choices of appropriate, achievable programs where there are jobs. For many students, necessary support goes well beyond job preparation to include other issues of life, like self-esteem and personal goal setting.

Community colleges are equipped to provide virtually all of the services needed for effective workforce development. In places where it is politically impractical to permit one institution to provide all the services, community colleges succeed in bringing the various service providers together in cooperative, interrelated programs.

They Are Flexible and Creative. The history of community college innovation is long and rich. The great success and growth of community colleges through the second half of the twentieth century was fueled by their flexibility, adaptability, and creativity. These are essential attributes for an institution that will provide workforce development programs for twenty-first century business and industry. Community colleges have considerable advantages over most universities. Unlike universities, community college leaders have clear authority, and institutional decisions can be made in a reasonable time frame.

In commenting about the resistance of higher education to change, the performance advantages of community colleges are pointed out by Sean C. Rush, General Manager, Higher Education, IBM North America:

> . . . there is one group of institutions within the academy which has generally responded more quickly and changed to meet society's educational needs. That group is community colleges. There's a good reason for this: the mission statement of virtually all community colleges in the United States calls for responsiveness to the needs of the community, requiring these institutions to act in a timely manner with flexibility in their offerings (Rush 1996).

America's community colleges have been responsive and creative in matching their programs to the needs of their constituencies. While public universities have taken students only when legislatures have appropriated funds, community colleges have sustained the open door and opportunity for all, regardless of revenue limitations. They are clearly the most flexible of American postsecondary institutions.

They Are Committed to Serving Dependent Americans. Perhaps the most important goal in workforce development is assisting those who are dependent, or who are destined to become dependent, to gain the skills and competencies they need to be self-sufficient. No institution has as much experience or places greater importance on this goal than America's community colleges.

BEST COPY AVAILABLE

Everyone agrees that our welfare system is producing tragic results. Those who pay for it do not like it, and neither do those who receive it. In many ways, welfare appears to reward indolence and to work against individuals striving for self-sufficiency. Community colleges are both the logical and best-prepared institutions to move the poor to full employment–the very goal that both political parties insist are the key to welfare reform. These open door institutions have caring faculty with extensive experience with deprived and underprepared individuals and have a record of remarkable success at this job.

They Are Involved with Business, Industry, and the Community. Community colleges take the word "community" in their name seriously. They see their role as not limited to teaching students, but in the broadest sense, to improving the communities around them. Community colleges have introduced a myriad of programs custom designed to the needs of business, industry, the public sector, and special populations. They have reached out and used their wealth of staff and student talent to address community needs. They have produced business incubators, parenting programs, programs for public-housing residents, women entrepreneurs, and much, much more. In addition, the colleges have used their resources, both facilities and personnel, to become community cultural and recreational centers. As a result, most community colleges are highly regarded for their achievements by their communities and, as such, can be the impartial catalysts for change. The community colleges are what their communities want them to be.

The Commission on the Future of Community Colleges asserts:

> Building communities is, we believe, an especially appropriate objective for the community college because it embraces the institution's comprehensive mission. But the goal is not just *outreach*. Perhaps more than any other institution, the community college also can inspire partnerships based upon shared values and common goals. The building of community, in its broadest and best sense, encompasses a concern for the whole, for integration and collaboration, for openness and integrity, for inclusiveness and self-renewal (American Association of Community Colleges 1988).

They Are the First Choice of Adult Occupational Students. Given the choice among many providers of occupational education, adults have a strong preference for community colleges. Things as simple as the name "college" are important to them. These institutions are designed for adults, the programs are unique, yet the environment has the feel of a college. Studies show that program success and retention are highest where individuals feel most comfortable.

They Are the Most Cost Effective. Community colleges are, without a doubt, more cost effective than four-year colleges. In most communities, they operate for less cost per student than the public schools.

They Are Leaders in Education. The American community college is receptive to new ideas. They have taken the lead in educational reform, in the use of new learning methods, and in the creation of new programs. They have always taken teaching and learning seriously. A profusion of research on adult learning and the continuously expanding capabilities of information technology offer opportunities for important improvements in education. In the best interests of their students, community colleges are moving to systemic change in the delivery of educational services.

As Terry O'Banion, Executive Director of the League for Innovation in the Community College, points out:

> Community colleges are taking the lead in beginning real reform to learner-centered educational programs, with particular emphasis on time-dependent, place-independent, variable entry, variable exit programs that will fit the needs of continuing students, who are either currently working or upgrading skills while dealing with family and other responsibilities . . . New learning arrangements must increasingly be time and place independent, open entry/open exit, time variable. It is clear to me that community colleges are much better prepared to move in this direction than other institutions. In the last five years, there has been a ground swell of interest in the learner from community college presidents, trustees, faculty, researchers, and state policy makers. Between the lines, community colleges have always been student-centered institutions; the current reform efforts have helped flesh out the student-centered values (O'Banion 1997).

They Provide Unique Opportunities for Career Ladders. Tracking, in which students are placed into career paths early in life, is basic to the educational systems in many countries. Many educators are appropriately concerned that the emphasis on early career education in workforce development programs can result in a tracking system in our country. Community colleges are the only institutions where it is possible for students to migrate among programs that are as short as several weeks, or are the first step toward a four-year degree. At a community college, students can change their minds, come back later, move to new programs, or move up the career ladder. All of this can be done in the same institution with the same personnel and in the same setting. One never feels a sense of defeat if the career goal is lowered, and regardless of change of program, course credits are not lost.

In summary, the following is a list of reasons why community colleges should be the nexus of workforce development:

- They have the right locations.
- They have the right values and attitudes.
- They have the right programs.
- They have comprehensive services.
- They are flexible and creative.
- They are leaders in education.
- They are committed to serving dependent Americans.
- They are the most cost effective.
- They are involved with local business, industry and community.
- They are the first choice of adult occupational students.
- They provide unique opportunities for career ladders.

Conclusion

America faces imposing problems as it struggles to sustain our current quality of life and create an educational system capable of producing the high-skill work force essential for a strong economy. In the past decade, business and industry have made remarkable transformations to more efficient, quality-oriented, technology-rich systems. Although this has improved our global competitiveness and is the right direction for our future, it has raised employment requirements and exacerbated the problem of the underskilled. With over half of high school graduates lacking essential skills, the dependent underclass continues to grow and to threaten the very well being of the nation. To make matters worse, vital workforce programs are mired in a competitive, disoriented, overlapping, shredded, and bureaucracy-bound maze that is bogged down in political immobility.

Something needs to be done. Thankfully, there is momentum for change. Many states are beginning to build new workforce systems. Success, however, depends on having at the nexus a comprehensive, adaptive, people-oriented, cost-effective institution. Fortunately, a new institution does not need to be created. It already exists. The most American of institutions, the community college, invites the challenge.

Chapter 4
BUILDING EFFECTIVE WORKFORCE DEVELOPMENT PROGRAMS

Tony Zeiss

The Case for Workforce Development

If we want to live well as a society, we must produce well; to produce well, we must educate and train well. America's community colleges emerged from two primary social needs: a demand for skilled workers and the need for an alternative entry point for persons seeking four-year degrees. Astonishingly, some academics are still debating whether community colleges should even be in the workforce training arena, arguing that this dimension of instructional services impedes the ability to produce transfer students for the universities.

> At the very least, we need to thoroughly reshape how community colleges operate. But we also must seriously consider transforming them into profoundly different institutions, perhaps going so far as to convert them into branches of the state universities or even into four-year colleges (Dougherty 1994).

The origin of community colleges was prompted in part because of an elitist bias against vocational-technical training and the notion that all who would be educated should pursue a university degree. Today we know that the economy of this nation and the welfare of our citizens also depends upon a well-skilled, productive work force in the trades, in the technologies, and in the service sector, as well as in the professions. Indeed, most estimates indicate that seventy-five to eighty percent of all jobs in the year 2000 will require training below the baccalaureate level. In a recent paper on workforce development and community colleges, Phil Day reported that sixty percent of all American jobs in 1950 were unskilled and required little, if any postsecondary experience. By 1991, only thirty-five percent of the jobs were in this unskilled category. "Interestingly," Day stated, "the percentage of professional jobs requiring a four-year degree or more remained unchanged at twenty percent." Of course, the trend for higher technical skills will continue, but below the level of a four-year degree. Economists and labor analysts generally agree that the preparation of eighty percent of the population at the technical and service levels will remain the critical training imperative (Day 1996). Without the comprehensive mission of community colleges, millions would be undereducated and undertrained, and this nation's businesses would cease to be competitive. In short, the deterioration of the nation's economy would be catastrophic.

It seems reasonable that universities, as well as community colleges, must put aside their philosophical differences and engage in the task of educating and training America's people, all of them. To ignore the growing needs of this country's population and their employers in this time of great need seems unthinkable. Dale Parnell (1990) outlines this problem by explaining that "two converging forces–a skilled-worker shortage and the development of a permanent underclass–are bearing down on the United States." He explains that a major challenge for the 1990s will be to solve this problem by completely engaging both universities and community colleges. If society plans to expand or even maintain its prosperity, it must address the fundamental ways higher education serves business, government, and students, contends Parnell.

It is the purpose of this narrative to provide a review of the elements of effective workforce development programs in community colleges which will be applicable and profitable for higher education organizations that wish to be responsive and accountable to the current and emerging needs of workers and those who employ them.

Community College Workforce Programs

America's community colleges have successfully provided both academic-transfer and vocational-technical instruction for the past fifty years or more. More importantly, the demand for increased services to both transfer and applied-technology students is increasing, and community colleges are clearly responding to these needs. Indeed, America's community colleges have emerged as vanguard institutions in preparing companies and their workers for the new challenges they face. Nearly all of America's 1,300 community colleges offer workforce education and training programs and services (Doucette 1993). A recent comprehensive national workforce training study, which included some ten percent of America's community colleges and 2,500 businesses distributed by type, size, and geographic location, indicates that 95 percent of businesses that outsource some or all of their training prefer community colleges as their training

providers (Zeiss & Associates 1997). In spite of these successes at producing a more educated and skilled work force, community colleges must accelerate their efforts if they hope to help maintain a vibrant economy and establish an undisputed identity as the workforce developers for this nation.

Driven by heightened global competition, fast-paced innovation, advanced technology, and shifting demographics of the American work force, the workplace and its demands are changing profoundly. The level and types of skills needed to accommodate these changes are unprecedented (Quinley 1996). Further, today's and tomorrow's workers must be prepared to learn new skills throughout their careers. Tom Gonzalez (1991) vividly documents concerns about the nation's ability to compete, and concludes that if productivity continues to fall, the United States could expect one of two futures: either the richest 30 percent of the population would grow wealthier and the rest progressively poorer, or everyone would slide into relative poverty. One solution is a high-skill, high-work model, which can only be developed through a better-educated and better-trained population. Gonzalez, a member of the commission which published the "America's Choice" report says no educational institutions are better suited to meet the emerging needs for better skilled workers than community colleges because they are conveniently located within commuting distance of more than 90 percent of America's population. Sherrie Kantor, in her monograph titled, *A Practical Guide to Conducting Customized Work Force Training*, candidly notes that "The economic and educational futures of our nation are growing more and more intertwined. American businesses are facing vast technological and demographic changes while they try to compete in the global marketplace. They have urgent needs for training to remain competitive" (Kantor 1994).

Clearly, the integration of higher education and business is essential and must be recognized by all public educational institutions. Education and training cannot exist in a vacuum; they must be germane to the needs of business, government, military, and society as a whole. Anthony Carnevale (1991) described the challenges associated with the shift to globalization of wealth and competition. "In this new economy," says Carnevale, "organizations and nations must be concerned not only with productivity, but with quality, variety, customization, convenience, and analytical thinking." His research and conclusions regarding this dimension of workforce development could not have been more accurate (Myran, Zeiss & Howdyshell 1995).

Although community colleges pride themselves in being dynamic and adaptive to change, there is evidence that they will have to learn to adapt to changes in a more rapid and pervasive manner. "While prevailing community college functions and structures have served institutions well in the past, rapid changes and workforce needs are forcing modifications to some time-honored practices and procedures. Obstacles to more effective delivery of workforce training by community colleges raise some concerns regarding colleges and their operations, funding formulas, delivery systems, employment qualifications, compensation systems, and even the architecture of the institutions" (Miller and Associates 1996). This report and a host of current literature paint a clear picture of the need for continued change in the way community colleges design, develop, and deliver education and training. Al Lorenzo and Nancy LeCroy (1994) suggest that the time for fundamental change is when society's needs can no longer be met by the institutions that serve it. They acutely point out that "the overall goal for the community college is to create a culture of responsiveness that more clearly relates its comprehensive mission to these new social circumstances." So there it is: a succinct, powerful statement of what community colleges should be doing–developing programs and structures to respond to current and future needs of their communities. It is this concern that prompted the development of this chapter on effective structural models and programs for the delivery of workforce education and training (Myran, Zeiss & Howdyshell 1995).

Basic Components of Effective Workforce Programs

It is important to note that the terms "workforce development" and "workforce training" are discussed here in a broad sense to include students and existing workers engaged or aspiring to be engaged in all professions, including preparation in the arts and sciences, as well as the trades, service sector, and the technologies.

The basic components of any successful workforce development program are essentially the same, whether it is a national, regional, or local effort. The same is true for programs featuring basic skills training, academic training, social/behavioral skills training, or technical training. However, there is no model that will provide optimum results for every circumstance. The key factor for successful workforce development programs is that they are customer responsive. Nevertheless, there are some basic components that all good programs and models emulate, and these should be of interest to any state, region, community, or college.

A recent white-paper report of the American Association of Community Colleges' Commission on Community and Workforce Development titled, "Model Program Development," (Muse 1996) lists the following as the key criteria for comprehensive workforce delivery models:

- Flexibility–A model or system must be flexible in its design so that workforce education and customized training can be provided in convenient time frames to meet business and industry needs.

- Responsiveness–The system must be able to respond quickly to the needs of customers. Community colleges have the ability to design education and training programs through alternative delivery systems that meet the needs of customers.
- Cost Effectiveness–Community college academic and contract workforce training programs are affordable.
- Accountability–Community college programs are developed to meet competency standards.
- Quality–Community colleges guarantee program results.

The governance and funding structure of any program model will influence its effectiveness, and care should be taken to insure that the key factors listed above are not sacrificed in the name of fiscal accountability or because of traditions in the political structure. When these matters become issues, and they do all the time, the business leaders who request the services should be engaged in the debate with the policy makers. Community college officials who tackle such time-honored traditions are seldom successful by themselves. Remember, it is the business leaders who give campaign contributions and most influence policy makers.

Workforce development training providers also will do well to focus on outcome measures and to collect data that demonstrate a return on investment to those who receive the training and to those who finance it. For decades, many colleges have been providing effective job training and retraining services, but they have done a poor job of broadcasting their successful performances. After collecting the data on measurable improvements, the results should be communicated loudly and often. It is like marketing to a parade–as soon as one rank understands your value in workforce development, a new rank appears who knows nothing about your college.

Recommended Workforce Development Services

Community colleges have a wonderful opportunity to support economic development nationally and internationally, but only if they continue to emerge as innovators in workforce development. Phil Day suggests that the following basic examples of workforce development services can be provided by all community colleges:

- one-stop operations where multiple agencies collaborate to provide outreach, intake, assessment, career counseling, education and training referral, financial assistance, job placement, and other transition-to-work referral assistance;
- targeted job training for students seeking high-wage employment and employers seeking high-skilled employees;
- on-the-job training, including apprenticeships, internships, cooperative education, work-based learning, and paid experiences;
- industry-specific customized training, including "just-in-time" training for current and future employees;
- services for special populations, including educationally and economically disadvantaged youth and adults, veterans, Native Americans, migrant and seasonal farm workers, welfare-to-work transition clients, individuals with disabilities, dislocated workers, underemployed workers, prisoners, women and minorities, single parents, single pregnant women, non-English speaking persons, illiterate persons, and the homeless;
- historical collaborative ventures designed to foster economic and human resource development including: K-12 systems; labor and employment services; health, human and rehabilitative services; county/city commissions; chambers of commerce; economic development agencies; private industry councils; and business/industry;
- integrated methodologies, including advanced computerized learning systems and distance learning technical applications in academic and technical education programs which produce high-skilled graduates;
- articulated learning experiences between and among high schools, colleges, and universities, including tech-prep and school-to-work programs;
- accountability for results as demonstrated by competency skill standards, licensing, successful job placement, and other performance indicators (Day 1996).

For those who are still cautious about plunging into the workforce development waters, I offer advice from a wall plaque a college trustee gave me. It simply states:

IF WE DON'T MEET OUR CUSTOMERS NEEDS, SOMEONE ELSE WILL!

Prescription for Developing a Model Program

Most exceptional community college workforce development programs share common characteristics. Based on these characteristics, the following seven-point prescription for developing and implementing a successful program is suggested:

Know the College and Community Well. Before college leaders can hope to develop successful workforce development programs, they must know their service areas. Important questions must be asked: What is the mission of the college? What is the vision of the president or chancellor? What does the college do best? Is the college a proactive vendor of services, or is it a reactive entity? Where does the college get its financing? What are the community's major needs? What is the current funding

base for the community? What business, civic, political, or social organizations would support new programs? Who are the directors or presidents of these organizations? What are the political or social sensitivities relative to new programming? Who are the stakeholders and how will they perceive this new program of instruction? What effect will past or present political or social behavior have on the promotion of a new program or service? All of these questions must be answered before beginning to consider the development of a new community-based program.

Identify a Clear and Current Need. Without a concise, easily identified need, no workforce development program or service can survive. Workforce programs must be need driven and cannot be the result of personal desire. Also, the need must fit within the college's mission and capability. Finally, leaders must be honest with themselves in deciding if they are willing to put in the extra work and expend the necessary energy to see the project through.

Identify Funding Sources. The quickest way to have a good program idea die is to fail to identify funding sources. Often an energetic dean, department head, or instructor forgets to examine this essential facet of any new program. They fail to realize that proposing a new program without identifying funding sources presents a budget problem to the administration rather than a workforce training solution.

A simple method for identifying funding sources is to determine who needs the services? What agencies or organizations should be interested in the program? How can it pay for itself? Should the program be funded privately or publicly, or both? Brief visits with the intended customers are often fruitful and colleagues provide some good ideas. In short, it is essential that funding alternatives be presented to the community and to the administration.

Develop a Need-Based Program. One of the best methods for developing the concept of a new program is to begin with a concept paper. This concept paper can then be reviewed by knowledgeable friends and colleagues. Finally, a brief technical paper, complete with the appropriate research, should be prepared to communicate the program idea to the administration. A technical paper indicates that the leader is committed to the project and that it has been considered in a reasonable and specific fashion.

Concept papers should: 1) identify the need; 2) list the objectives of the program that will satisfy the need; and 3) describe the benefits of the program. Technical papers should: 1) restate the need, objectives, and benefits; and 2) provide the technical data necessary for the program to be evaluated. The technical paper should describe the total program clearly enough that an interested colleague could continue the project without the author. It is always wise to seek wide-spread input in this process to include informal critiques from peers, superiors, and interested community representatives, as well as from the business, government, or military sector you propose to serve.

Build Relationships and Market to Publics. It is a simple truth that the acceptance of a new idea or program is directly related to the amount of "ownership" people feel toward it. The more people that are excited about the new program, the more successful it is likely to be. Leaders must convince several publics that the new program or service is worthy of their support:

- internal public–colleagues, superiors, top administration;
- external public–business, civic, governmental and social organizations, and community leadership;
- recipients–those who will be receiving direct services and benefits.

With each of these publics, leaders should take the time to make a list of people who best can help with the development and implementation of the program; then visit these people personally to seek their support. Importantly, a supervisor should support the project before project leaders develop serious external support. Each person must then be shown how the new program can affect him or her in a positive manner and be able to demonstrate why this new program is in his or her best interest. Also, leaders must be willing to share the glory in the project. Such sharing will help smooth rough edges later on.

Leaders also must consider potentially problematic political and social issues. For instance, if the local chamber of commerce is to participate in the project, should the Latino Chamber of Commerce also be invited? If the local Job Training Partnership entity or Workforce Development Board participates, should the local Job Service Agency be invited as well? Incisive leaders will ask advice often, send thank-you notes to those who have been helpful, and deliver on all commitments. Above all, those who hope to successfully operate workforce training programs should keep top administrators informed of progress and continue developing the project with the recipients' needs in mind. A small advisory body, including representatives from all these groups, can be especially beneficial with this task.

At this point in its development, marketing a workforce training program is key. To develop a sound marketing plan, leaders must: 1) present programs in an easily understood fashion; 2) demonstrate a program's uniqueness; and 3) identify how to reach the program's target markets. The college's media or information specialist should be closely involved with the process. Finally, leaders must seek opportunities to address civic, governmental, and business groups that have a special interest in the services.

Implement with Enthusiasm. Enthusiasm is contagious. Workforce initiative leaders must be enthusiastic about their projects with all involved–from peers to support staff to political leaders. The news media are valuable partners

BEST COPY AVAILABLE

in disseminating information about the project, as they will often broadcast the benefits for recipients to a much larger audience than a college could on its own. Most importantly, leaders must share the glory–especially in public settings. When this program recognition is shared, more people in the college community will support the project, allowing leaders to concentrate less on specific detail and more on general program development.

Evaluate and Communicate Results. No program or service is ever complete without valid evaluation and dissemination of the results. The evaluation process will measure success in achieving the program's objectives and in meeting community needs. These data can be used to fine tune the program to be even more successful in the future. Local publication of the results reemphasizes the importance of the program to the community and garners greater social and financial support. The college may correspondingly receive regional and national recognition for exemplary programs, particularly if leaders submit evaluation results to appropriate professional journals.

This seven-point prescription is by no means a foolproof method to achieve success for all workforce development programs or services. However, the potential for success will be optimized in the development and implementation of any community-based program if this prescription is followed.

Institutional Assessment of Workforce Development

Once a well-designed and implemented workforce system is in place, evaluation of that system becomes imperative. The following assessment device is provided for those who wish to measure how well they are providing workforce development services. This assessment tool will demonstrate areas where a college can improve the delivery of comprehensive workforce development services. Several persons knowledgeable of the issues can complete the exercise by reviewing the topics on the left and rating how well each is accomplished on a scale of 1 (poor) to 10 (good). A composite of the ratings for each topic will provide a representative profile of a college workforce development program.

Workforce Development
Assessment Tool

Topic	Rating (1-10) 1=poor, 10=good

	Rating Scale
• Responsive to current students and employer needs	1 2 3 4 5 6 7 8 9 10
• Relevance of curriculum to students and employer needs	1 2 3 4 5 6 7 8 9 10
• Recruitment of	
Students	1 2 3 4 5 6 7 8 9 10
Faculty	1 2 3 4 5 6 7 8 9 10
Staff	1 2 3 4 5 6 7 8 9 10
• Retention of	
Students	1 2 3 4 5 6 7 8 9 10
Faculty	1 2 3 4 5 6 7 8 9 10
Staff	1 2 3 4 5 6 7 8 9 10
• Retraining	
Faculty	1 2 3 4 5 6 7 8 9 10
Staff	1 2 3 4 5 6 7 8 9 10
• Reviewing the effectiveness of training	1 2 3 4 5 6 7 8 9 10

Workforce Development
Assessment Tool

Topic	Rating (1-10)

Rating Scale

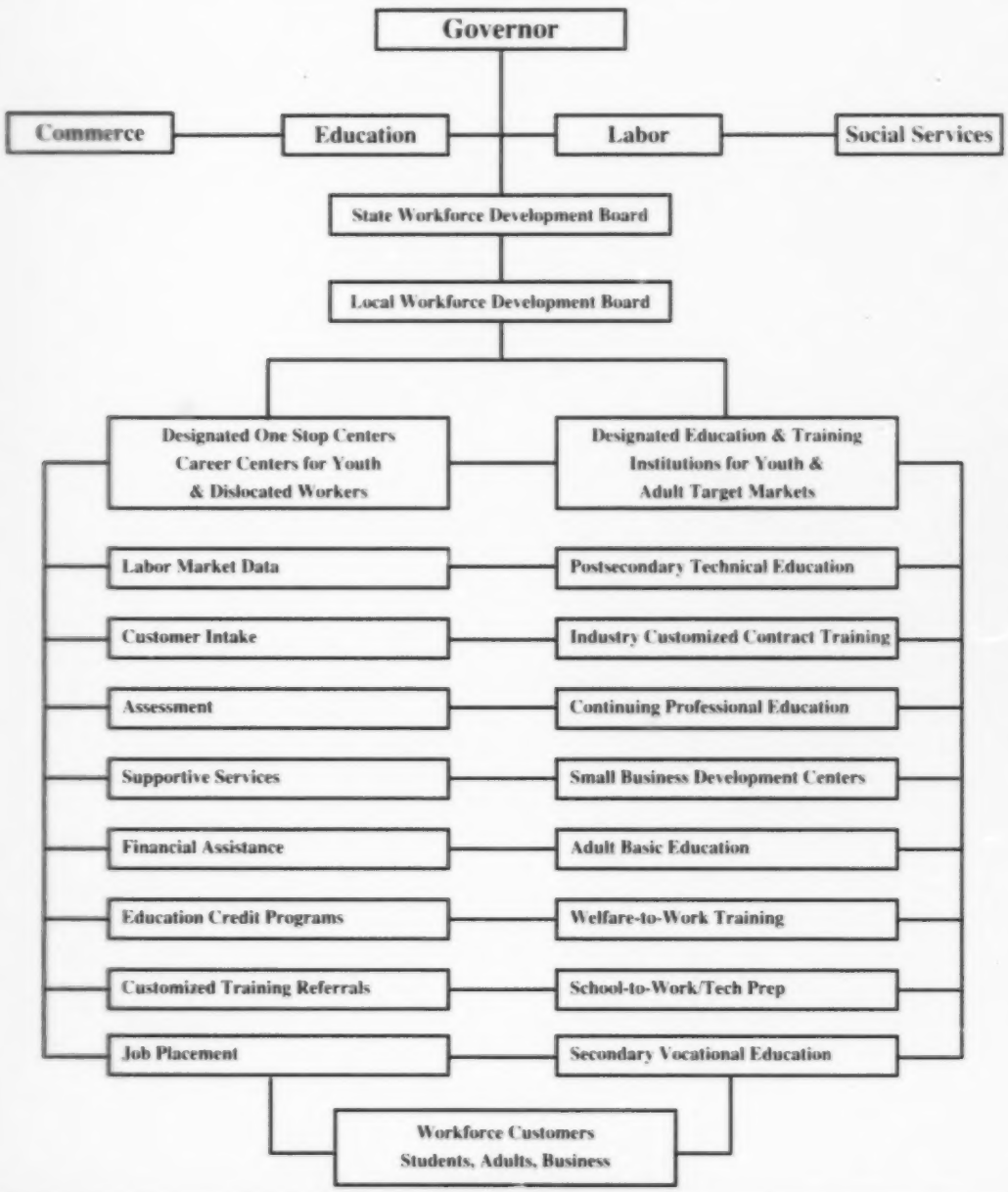
- Results: outcomes, customer satisfaction 1 2 3 4 5 6 7 8 9 10
- Recognition of
  - Faculty 1 2 3 4 5 6 7 8 9 10
  - Staff 1 2 3 4 5 6 7 8 9 10
- Reinvestment in
  - Faculty 1 2 3 4 5 6 7 8 9 10
  - Staff 1 2 3 4 5 6 7 8 9 10
  - Infrastructure 1 2 3 4 5 6 7 8 9 10
- Responsive to emerging demands/needs of
  - Students 1 2 3 4 5 6 7 8 9 10
  - Business and Industry 1 2 3 4 5 6 7 8 9 10

Examples of Effective Workforce Development Models

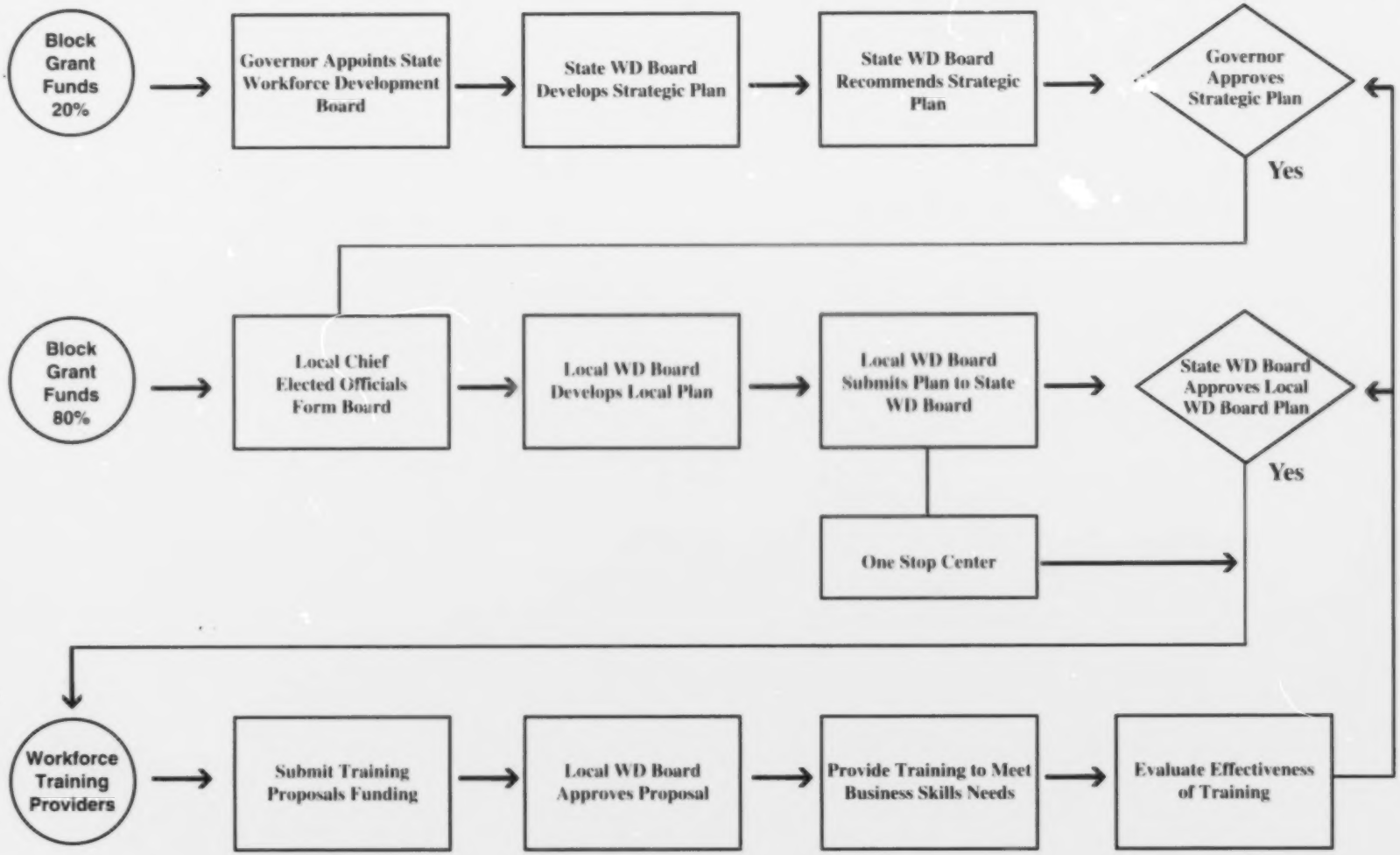
Some national workforce development models have worked fairly well. The Job Corps program was a comprehensive model designed to assist high-risk youth in the development of job skills, living skills, and attitudinal skills. This residence-based model was effective because it relied on preassessments and postassessments of student progress, had built-in reward systems, and required total emersion into the program. Parts of the 1970's Civilian Employment and Training Administration (CETA) federal job training program worked effectively. Specifically, the Public Service Employment program surfaced as a worthwhile program before some abuses began to appear. This model worked because it required qualified clients to have both workplace and training experience. The current Welfare Reform Act and the proposed job training consolidation reforms require this same workplace/training experience.

Fortunately, many models for the delivery of workforce development have emerged over the past several years. The following federal, state, and local models were featured in a white-paper report by a committee of the American Association of Community Colleges' Commission on Workforce and Community Development (Muse 1996):

State Workforce Development System

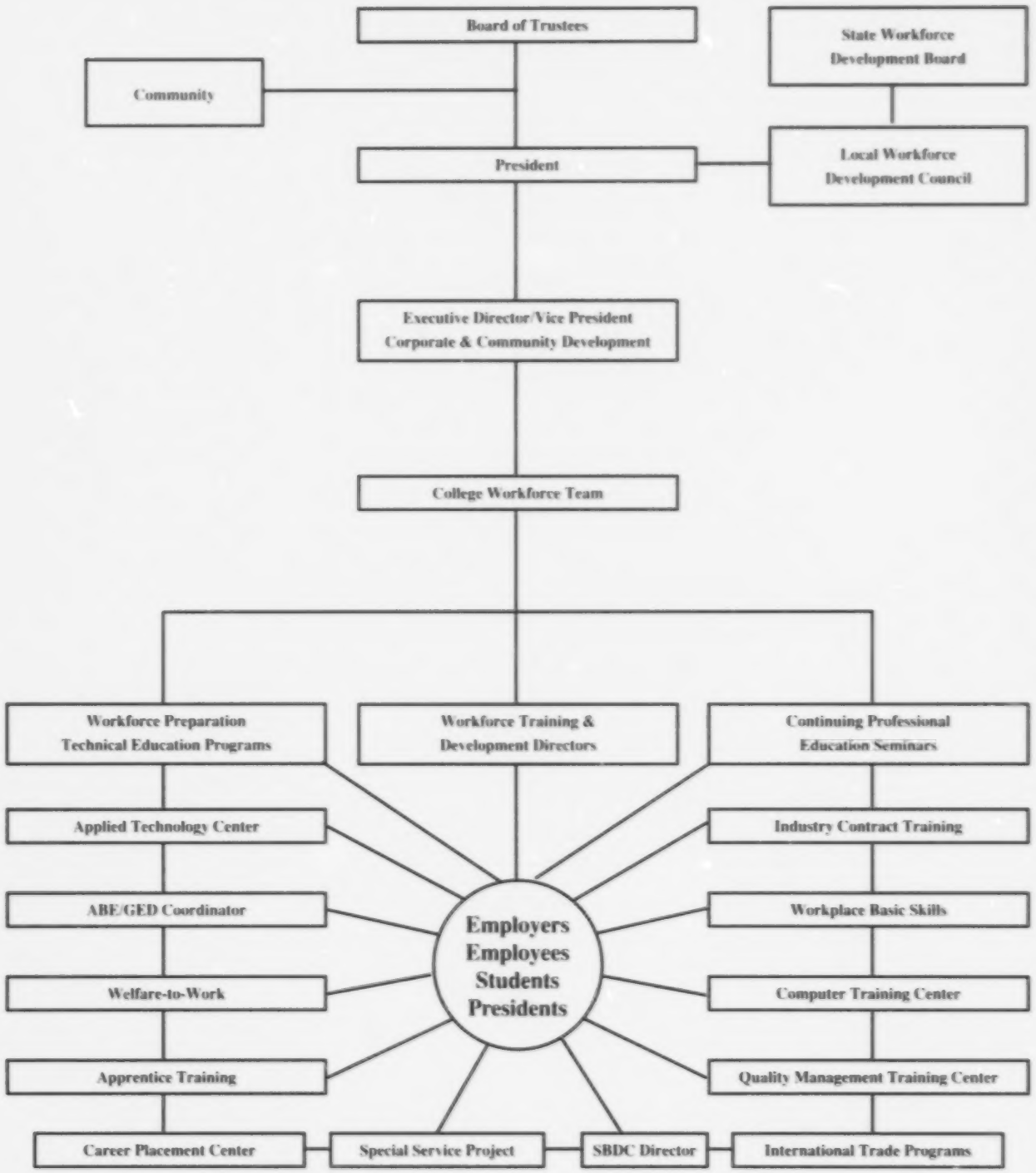


Block Grant Funding
State-Local Planning Process


Block Grant Funds 20%
Governor Appoints State Workforce Development Board
State WD Board Develops Strategic Plan
State WD Board Recommends Strategic Plan
Governor Approves Strategic Plan
Yes
Block Grant Funds 80%
Local Chief Elected Officials Form Board
Local WD Board Develops Local Plan
Local WD Board Submits Plan to State WD Board
State WD Board Approves Local WD Board Plan
Yes
One Stop Center
Workforce Training Providers
Submit Training Proposals Funding
Local WD Board Approves Proposal
Provide Training to Meet Business Skills Needs
Evaluate Effectiveness of Training

Community College
Workforce Education and Training Delivery System

Functional Model



BEST COPY AVAILABLE

In 1995, following a meeting of key business leaders in Charlotte, North Carolina, the speaker of the North Carolina House of Representatives, Harold Brubaker, urged Central Piedmont Community College to develop a conceptual model for workforce development. Dr. Sherrie Kantor, Dean of Corporate and Continuing Education for the college, led the effort to develop a simple, conceptual model that provides for multiple entry/exit for all types of workers. The following succinct classifications of workers has helped college staff and the community to better understand the college's focus on workforce development. When a college begins to think of its students as "Emerging, Existing, Entrepreneurial, and Transitional Workers (figure 1.4)," the transition from an insulated to a more customer-focused college becomes much easier. The model accommodates a number of work-training configurations and is focused on the learner, rather than the instructional process.

Specific functional model programs are regularly featured in the literature. Some of the very best program models involve partnerships or formal collaborations between a community college and a business or industry. A recent monograph by the League for Innovation in the Community College and the National Association of Manufacturers titled, *Common Ground: Exemplary Community College and Corporate Partnerships*, presents fourteen outstanding examples of effective program/partnerships (Johnson 1996). This publication should be required reading for all colleges that intend to develop or improve workforce development programs.

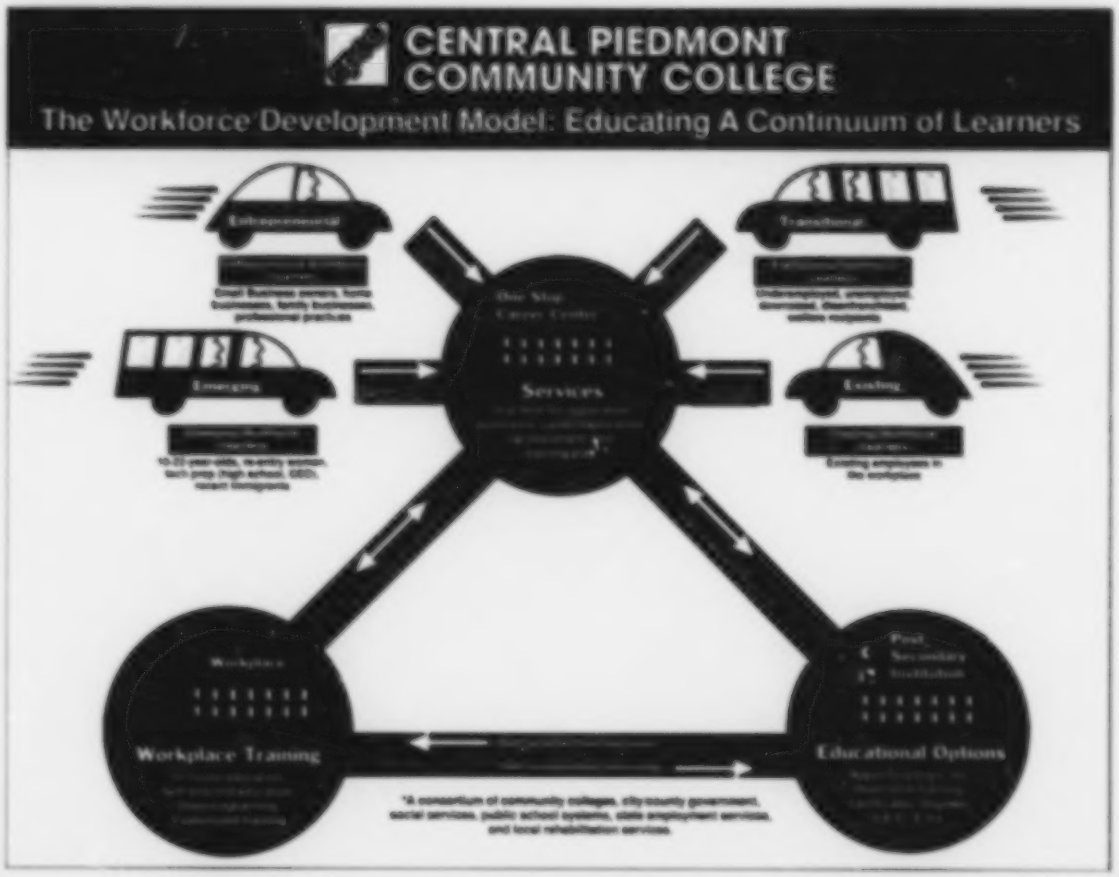
Another excellent resource for identifying examples of effective workforce training programs is, *A Practical Guide to Conducting Customized Workforce Training*, edited by Sherrie Kantor (Kantor 1994). This monograph features ten chapters of practitioners' advice on everything from training existing workers to assessing workplace environments. The publication has been lauded for its practical advice.

Some Parting Advice

The secret to any structural or program delivery model for workforce development is first to be sure the stakeholders, internal as well as external, support the initiative, and second to deliver what the customer(s) want in the way they want it.

The following political strategies optimize the chances for success:

Develop Allies Before They Are Needed. College officials, board members, and instructors should continuously identify people who are able to affect their programs and develop social and professional relationships with them.



41 BEST COPY AVAILABLE

Get Involved with Public Policy Development. Influence federal, state, or local policies that affect workforce development activities, rather than react to them.

Be Sure That Everyone in the College Family Is an Ambassador. The image of the college, especially regarding workforce development, is critical to any college's success. Everyone associated with the college should work to enhance that image (Myran, Zeiss, & Howdyshell 1995).

Even with great community and business relationships, a college's effectiveness in workforce training can be negatively affected by poor or inflexible instruction. Therefore, it is imperative for the college to provide customers with assessment and training services when, where, and how they want them. Partnerships and collaborations with business and industry are great vehicles for developing and maintaining positive, long-term relationships which optimize chances for successful programs. In the end, astute community colleges will be involved with policy development regarding the structural and funding models affecting workforce development, and they will internalize and live by the motto:

IF WE DON'T MEET THE CUSTOMER'S NEEDS, SOMEONE ELSE WILL!

Section Two

Exemplary Workforce Development Programs

INTRODUCTION

Workforce deficiencies have created a crisis worldwide. In the United States, congressional initiatives have run aground on the rocky shores of political infighting. Many states, however, were prompted by the expectation of federal workforce legislation to develop their own workforce training plans. Clearly, the workforce development context is complex, challenging all who would venture into workforce training to contend with multiple levels of international, national, state, and local initiatives.

It is in this uncomfortable context, however, that some community colleges have been leading the way in workforce development, initiating an array of wonderfully diverse programs. These notable successes notwithstanding, community college leaders are still told, "You can not be all things to all people." They are asked to limit new programs–to account for shrinking budgets and uncertain futures. What is painful about these sentiments is that today, more than ever, our communities need creative workforce programs; today, more than ever, workforce development has become a core mission of the community college.

Community college leaders should not retreat on this issue–no matter how uncomfortable the political climate or rocky the internal college terrain. They should aggressively organize and take the lead. Community colleges excel in creating excellent and imaginative workforce development programs, and they are well positioned to become the primary providers of this desperately needed education and training service. The ten exemplary programs presented here are each quite different but, in every case, demonstrate what is possible. Two programs are comprehensive and integrate all college services; several are entrepreneurial, designed to stand on their own. Others are based on partnerships with industry or services for specific populations. All are presented with the expectation that readers will find both inspiration as well as useful ideas as they consider what is possible in their colleges.

Chapter 5
DAYTONA BEACH COMMUNITY COLLEGE

Philip R. Day Jr.

Founded in 1957, Daytona Beach Community College (DBCC) was one of the first six public junior colleges to open in the state of Florida. It evolved from the Opportunity School (founded in 1929) and the Mary Karl Vocational School (established in 1937) and merged in 1965 with the predominantly African American Volusia County Community College. From its inception, the school put greater emphasis than most colleges on job training to meet the needs of local industry, making it more like the community college of today than the junior college of yesterday. The first campus in the 1930s was located near the luxury hotels where the economy was expected to grow. During World War II, the school trained people for war production work. After the war, it became a vocational institute.

With an FTE enrollment of 12,000 students, DBCC now has five campuses and serves more than 40,000 residents of Volusia and Flagler counties. The college offers an array of 146 academic and technical programs. Students enroll in 64 program options leading to the Associate of Arts degree (transfer), the most popular being business administration, education, engineering, psychology, and computer science. The school's technology, business, and health divisions offer an additional 70 programs leading to occupational certificates and Associate of Science degrees. These programs are designed to train students for immediate entry into the work force upon graduation; ninety-five percent of these students get jobs in their fields of study. The fastest growing segment of the college during the past several years has been its Division of Adult Education and Training, which provides the lead role for the college's workplace development programs.

The Context for Workforce Development at DBCC

Critical to the success of workforce development efforts of community colleges is the distinction between the workforce development institution and workforce development programs housed within the institution. Daytona Beach Community College is a workforce development institution. The qualities of a workforce development institution include an emphasis on workforce training in the mission statement; detailed inclusion in the college's strategic plan; visible and continuing commitment by the president; an integration of workforce training activities across institutional divisions; and the institutionalization of workforce development within the structure, policies, and practices of the institution. While the end result–the successful training or retraining of students–is the most important dimension of workforce development, it is the approach and philosophical commitment to workforce development by the institution that ultimately provides the context for this success.

The exceptional growth of workplace development programs at DBCC began seven years ago with the college's strategic planning process. In the fall of 1990, the college began a comprehensive planning process that embraced all segments of the community in defining Daytona's agenda for the 1990s. The process utilized a contemporary approach to strategic planning, starting with extensive research identifying trends and events in the external environment; conducting an internal performance audit using institutional research data and program information; generating strategic alternatives, identifying the trade-offs between strengths and weaknesses, choosing the strategic priorities; and formulating strategic objectives, tasks, timetables, and measures of success. The planning committee involved more than 60 individuals, including faculty and staff, board members, students, and community residents. Seven listening sessions were organized for community, business, and government leaders; other training education providers; constituents; and friends. These sessions drew more than 1,000 persons, many of whom delivered oral and written statements and recommendations. From the research and planning contributions, the college developed a strategic plan.

This strategic planning process produced two results pertinent to workforce development. First, it led to the amendment of the college's mission, institutional philosophy, and goals statement to recognize the prominence of this aspect of the college role, including the following language:

- to provide a well-prepared work force to meet the needs of area employers; and
- to provide customized training and supportive services consistent with area workforce plans and regional economic development requirements.

BEST COPY AVAILABLE

Upon completion of the strategic plan at DBCC, the college participated in and provided leadership for the 1992-93 statewide master planning process for Florida's twenty-eight community colleges. This effort led to the formulation of a new strategic priority for the state, within the statewide mission of community colleges, emphasizing the primacy of workforce development. The vision statement now includes:

> To establish partnerships at the state and local level to support broad-base multilateral economic development initiatives and strategies.

This goal was further elaborated as follows:

> The colleges should develop approaches to identifying business and industry needs; providing workforce training for enhancing economic growth; offering customized and contract training for the business sector; revitalizing the curricula to reflect new and emerging technologies; and expanding programs and services to promote workplace literacy.

These goals were consistent with and reinforced the importance of the similarly worded priority in DBCC's strategic plan.

Partnership for Workforce Development

The results of the planning effort and the broad-based participation of internal and external constituencies fostered a comprehensive approach to workforce development utilizing the resources of the community, the various academic divisions of the college, and the Center for Business and Industry Contracts. This new approach was implemented in 1994-95, when DBCC provided leadership for the establishment of the Volusia and Flagler County Partnership for Workforce Development. The partnership formed around the common goals of reaching out to the community, providing services leading to economic independence, and improving the quality of life for targeted clients (the unemployed, underemployed, displaced workers, welfare recipients, youth, and ex-offenders). These goals will be met by providing a broad range of assessment, basic education, occupational skills training, and job placement services. The partners have included the Department of Children and Family Services (formerly HRS), the Department of Labor (including Jobs and Benefits, and Employment Services), Project Independence, Volusia County Schools, Flagler County Schools, and the Private Industry Council.

During the past several years, and with the support of the partnership, the college has been operating an integrated delivery system for employment and training services through one-stop centers housed principally in college facilities. For example, the college's entire Four Townes Branch Campus Center has been converted to a one-stop center integrating the services of all the partners, as well as providing laboratories and classroom space for training. One key program offered through the one-stop center has been the Family Transition Program (FTP), Florida's pilot Welfare to Work Program, which responds to the national effort to improve the employment status of welfare recipients. FTP is a time-limited program with intensive, coordinated training, employment, and support services offered by the consortium of partners. Its objective is to transition participants from dependency to employability and self-sufficiency. FTP identifies and places motivated AFDC (Aid for Dependent Children) participants in training and employment environments that foster skills development and independence. Today, after only one year, over 400 people have been trained, placed into jobs, and are off public assistance.

DBCC's workforce development activities are broadly based both in the range of programs offered and in the breadth of constituents served. DBCC has now organized all of its adult training and support services into a comprehensive division of the college. Programs and services draw from the entire institution, using the underlying concepts of intensive case management. These include assessment, training, referral, and job placement services. Among the services being provided directly by the college through the partnership are:

- Adult High School, General Educational Development Certificate (GED) programs, and Adult Basic Education Classes–to raise participants to an academic level that will increase their ability to succeed in job training and higher education programs;
- Short-Term Job Training Programs–to prepare students for professions such as Certified Nursing Assistant, Patient Care Assistant, Home Health Aide, Cosmetologist, Office Systems Assistant, Computer Electronic Repair Technician, and more;
- Market-Driven Associate of Science Degree and Vocational Training Programs–to provide training for community-based workforce development through partnerships with area businesses and industry. New programs established in recent years in response to business and industry workforce demands include Occupational Therapy (Assistant), Physical Therapy (Assistant), Manufacturing Technology (Machining), Marine Technology (Boat Building), and several apprenticeship programs (e.g., culinary, child care);
- Community Outreach Programs–to provide job skills training services located at housing projects in Daytona Beach and at the Family Resource Center in DeLand, providing access to educational/training

services possible for those who do not have the means to travel to one of DBCC's five area campuses;

- Family Education Centers–to offer literacy and personal development training at 16 area elementary schools for parents of children who are academically at risk. By introducing parents to such programs, they are more likely to work with their children and support their academic achievements.

The Partnership for Workforce Development has now been effectively integrated under the new Regional Workforce Development Board, a fifty-member community-based group of business and government leaders established as a part of the state's newly restructured approach to economic and workforce development. The partnership is and will be viewed as the region's primary agent for one-stop operations and training services related to workforce and welfare reform.

Unique Features

There are three features which are somewhat unique to DBCC's approach to workforce development. First, the approach is rooted in a true partnership. Community partners own the program and deliver services in a coherent, collaborative, and integrated manner. Issues regarding turf, territory, and control have not been problems and/or barriers. Second, the approach is comprehensive. A wide range of services is available and are responsive to diverse individual needs. The concept of case management provides for the integration of the delivery process, beginning at the point of client intake and terminating only upon the appropriate follow-up after job placement. Third, at DBCC the approach is institutional in scope. The partnership, and the full range of services and programs associated with it, are not "add-on" activities. Many of the actual services, and especially the academic programs and support services, are delivered by "mainline" departments and programs.

Conclusion

DBCC succeeded in preparing for, and implementing, an institutionwide focus on workforce development. First of all, DBCC integrated the need for workforce development into the college mission statement, institutional philosophy, goals, and strategic planning objectives. Second, the broad-based participation of internal and external groups in the planning stages laid the proper foundation for the program. This included an active involvement by the board of trustees. Third, the college recognized early-on that it could not "go it alone" and correspondingly worked toward establishing effective, community-based partnerships to get the job done. Finally, the college and its partners made a strong commitment to monitor and evaluate their results, market and promote the information widely throughout the community, and foster a broad-based understanding and awareness of the efforts in this important arena.

There are areas where DBCC needs to develop as it expands its efforts. The college needs to get more individual faculty members on board, particularly the general education faculty who should recognize the critical and important role they can and must play in workforce development. The college needs to continue to creatively restructure and modularize its programs and courses to provide the "right fit" for market conditions, time, place, and distance parameters, as well as the pressures and needs of clients–particularly welfare trainees. Finally, the partnership needs to continue to aggressively pursue the support and understanding of the private sector. Without their active involvement and commitment, the college will fail.

Chapter 6
COLLIN COUNTY COMMUNITY COLLEGE

Margo Ford

Collin County Community College (CCCC) opened its doors in 1985 with 1,326 students. CCCC has a service area which encompasses parts of Dallas and Richardson as well as all of Collin County and parts of Rockwall County. Beginning 15 miles north of Dallas, the district covers an area of 836 square miles with a population of over 300,000.

The first campus was established in McKinney in January 1986. It currently houses specialized curricula in allied health and public service programs including nursing, respiratory care, legal assistance, law enforcement, and fire science. A program in dental hygiene will be initiated in the fall of 1997. A second location, the Spring Creek Campus in east Plano, opened in the fall of 1988 and houses state-of-the-art classrooms, laboratories, performance theaters, and a physical education complex. In 1993, the college purchased an office building in west Plano. This Courtyard Center for Professional and Economic Development supports corporate training and economic development and is the location for Project NEW–the program described in this chapter. The new Preston Ridge Campus, located in Frisco, opened in 1995 and emphasizes business, engineering, and computer science.

CCCC currently enrolls more than 12,000 credit and 5,500 noncredit students each semester. The college has distinguished itself in many ways during the last ten years, including outstanding leadership in providing experiential learning opportunities that give students hands-on activities to support their classroom work. CCCC is accredited by the Southern Association of Colleges and Schools to award associate degrees and certificates.

Project NEW Success Institute–A Program for Prospective Women Entrepreneurs

Collin County Community College is currently operating a program entitled Project NEW (the Network to Empower Entrepreneurial Women), which is designed to provide prospective women business owners with the tools to succeed in business. As major corporations continue to downsize, most new jobs in this country are being created by small businesses, and women are having an increasing impact on this job creation. They are launching new businesses at a rate of nearly five times that of men. Due in part to these dynamics, and with the support of the Ewing Marion Kauffman Foundation of Kansas City, this program was established as a model which could be implemented in other locations.

From its inception, the goal of Project NEW has been the empowerment of female business owners and prospective female entrepreneurs by preparing them for entry and success in the north Texas small-business community. The project focuses on creating, developing, and delivering a training opportunity which maximizes each participant's potential for entrepreneurial success. In the fall of 1995, the project infrastructure was created including the design and development of the model program, research and development of the curriculum, identification and recruitment of potential participants, and the recruitment of instructors. From a total of 148 applicants, 89 women were interviewed by the project coordinator to fill 25 positions in the inaugural Spring Institute. Each participant completed 46 hours of instruction, including 40 hours of core modules and six hours of elective seminars. The Fall Institute selected 25 participants from an applicant pool of more than 180 women.

The institute consists of five required training modules presented over the course of eight weeks in weekly four-hour sessions, together with two optional seminars presented in the final week. The modules are designed to develop skills in areas essential to the successful operation of a small business. The optional seminars are designed to develop skills that either apply to specific types of entrepreneurial ventures or that enhance leadership development. Following the completion of formal instruction, Project NEW graduates participate in an ongoing mentoring program, which includes quarterly forums to provide additional networking opportunities and business development, as well as monthly entrepreneurship brainstorming sessions.

Partners. Project NEW is sponsored by the Division of College and Community Development at CCCC and by the Ewing Marion Kauffman Foundation's Center for Entrepreneurial Leadership, Inc.

A number of community-based organizations provide input and support for Project NEW including the Association of Collin County Chambers of Commerce, the Women's Division of the Plano Chamber of Commerce, the

BEST COPY AVAILABLE

Collin County Small Business Development Center (SBDC), and the National Association of Women Business Owners.

Unique Features of Project NEWSuccess Institute

Distance Learning Program. The Project NEW program has been tested in the traditional classroom environment. The Institute's core modules now will be staged in an on-site, state-of-the-art electronic classroom for broadcast via cable television to local audiences. The distance learning participants will be given course guides and training materials and will participate in all other support functions upon completion of the program.

Mentoring Program. Following completion of formal instruction, institute graduates will be matched with an established female entrepreneur in the local business community. The SBDC and the Women's Division of the Plano Chamber of Commerce coordinate the recruitment of the mentors. Additionally, each graduate will be assigned to an SBDC professional business counselor who assists in the ongoing development of the business venture.

Quarterly Forums. Quarterly forums are hosted by Collin County Community College and are designed to address emerging business trends and other essential topics for healthy business development.

Leaders' Link. CCCC in cooperation with the SBDC, has established a network of financial agencies willing to assist in underwriting entrepreneurial efforts, including the use of various SBA programs. Institute graduates will have opportunities to present business plans for their specific financing needs, and representatives of the participating financial institutions will serve as significant referral sources based upon their own consultation with women seeking support for new ventures.

Conclusion

Thus far, 50 women have been accepted into the institute, and all but one have completed the program. Of the 25 graduates of the Spring Institute, 19 have started their own businesses. In addition, this first graduating class established a professional network and agreed to serve as mentors for women in subsequent classes. The high retention and success rates, and the strong program commitment are due in part to the rigorous screening process which has accurately identified individuals with the potential to succeed. The competition is keen when only 25 are selected from more than 180 applicants.

In addition to prescreening activities, the selection of excellent instructors–all of whom either own or have owned a business and are experts in the subject matter they teach–contributes to the success of the program. With these experienced instructors, the classes are not just a series of courses on business essentials, but also include major components designed to address the unique needs and strengths of women starting and operating businesses. Classwork is reality-based training on how to get from an idea to start-up operation and uses a "street-smart" approach to learning activities. The teaching methodology includes lab components entitled "Trench Warfare Training" which utilize gaming techniques to test principle applications.

As Project NEW and its Success Institutes move into the future, funding sources will have to be identified. A current focus of the program is to gain community-based support in order to transition the institute's soft-money support into a long-term project. The continued growth and evolution of Project New will provide the service area with ongoing support to empower women as leaders and major forces in business.

Chapter 7
HUMBER COLLEGE

Nancy Abell and Carolyn Booth

Humber College of Applied Arts and Technology, located in Toronto, Canada, is a vibrant educational community with approximately 11,000 full-time and 60,000 part-time students from Canada and around the world. Humber, noted for innovative leadership and development, is gaining recognition for projects such as the Open Learning Centre, The Humber School for Writers, Business and Industry Services, and The Humber Digital Imaging Training Centre.

With jobs being the most important national issue in Canada and with one out of ten Canadians out of work, Humber College takes its responsibility in workforce training seriously. Jobs in the economy are, and will continue to be, in the knowledge-based, high-skills sectors. This means that to be effective in retraining the unemployed and to equip currently employed individuals with the skills they need to remain gainfully employed, both technology and curriculum are needed to facilitate lifelong learning.

Both the speed of change and the expense of technology present major hurdles for colleges in providing appropriate skills-based training for the work force. Government funding and academic grants continually decline, creating a steadily increasing gap in technology resources. No amount of downsizing or rightsizing will solve this problem. New strategies for increasing revenue must be sought to finance new technology. In addition, currency of curriculum and responsiveness to market needs, once easily provided by formal college advisory and curriculum committees, in many cases no longer adequately meet the fast-paced demands of industry. As a result, private-sector leadership in education has emerged in such fields as virtual classrooms from the cable companies and interactive learning materials from the commercial publishing houses.

The Humber Digital Imaging Training Centre

One particular project at Humber College that has successfully tackled the challenges of equipment financing and technology turnover is an innovative pilot project that established a self-funding model for The Humber Digital Imaging Training Centre (DITC). The impetus for this centre grew out of the critical need to update the technological capabilities of the facilities. Faced with the complex problem of rapid technological change, costly equipment requirements, and dwindling capital resources, this new model of doing business offers the educational sector a new strategy for the future. Unlike traditional large-scale capital investment in the college driven by full-time postsecondary programs, this revitalization process was championed by the Continuing Education Division. This division excepted the responsibility of sustaining, servicing, and enhancing the facility to benefit all the college community. Initially, $650,000 was advanced to the centre based on a detailed business plan–the agreement being that the centre would repay the loan through continuing education tuition and corporate revenue over a five-year period. Although continuing education managed the original centre and took responsibility for the loan, it should be noted that access for revenue-generating activities was limited to one-third of the time (i.e., evenings, weekends, and summers when postsecondary traditional diploma programs were not scheduled in the centre).

Developing the Program. The project was approached from an analytical and business standpoint. Leaders looked carefully at business and social trends emerging in 1994, noting that the "cocooning" trend made technology-based learning and digital home entertainment huge growth areas. Business witnessed rapid technological changes, making previously untaught processes now within reach of even the small business–the internal production of compound documents and multimedia presentations being prime examples. This growth and these shifts put state-of-the-art training in high demand.

To fulfill revenue commitment, leaders recognized early that they needed the most up-to-date curriculum possible. Being a rapidly changing and leading-edge market, we relied heavily on the expertise volunteered from corporate innovators in the field, along with extensive industry knowledge from Kodak Canada and Apple Canada who became partners at an early stage in the process. The communication process with corporate innovators was strictly ad hoc and very fast paced. Approximately twenty in-depth industry interviews were conducted within a one-week period prior to finalizing equipment specifications and formulating curriculum. The expertise proved invaluable and the discovery process beneficial to all parties. The eventual outcome of these interviews was not

only the creation of three industry-based certificate programs–Digital Imaging for Graphic Designers, Digital Imaging for Photographers, and Digital Imaging for Audio-Video Production–but also long-term associations for jobs, client-sponsored productions, field placements, and industry-active instructors. Given the need for continued industry communication, many of these relationships have been perpetuated.

Operating the Program. Equipped with the most state-of-the-art equipment and leading-edge curriculum, leaders committed to high levels of customer service. It positioned the centre as a training environment with planned certificate studies to meet up-to-the-minute industry requirements, thus leveraging the college's reputation for excellence in training and certification. These initial certificates, typically consisted of eight modules priced at $450 each, totaling 180 to 200 hours. Average costs for completing this curriculum ranged from $3,000 to $3,600.

In the first year and a half, continuing education training was explosive, operating seven days a week from 7:30 a.m. to midnight, training over 1,100 clients ranging from CEOs to the unemployed. At that time, the clients were equally distributed among three groups. One group employed individuals who were sponsored by their employers to remain competitive in the work force. Another focused on unemployed individuals who accessed one of several workforce retraining funds. The final group independently paid for their courses mostly fueled by the ambition to expand or alter their career goals. Continuing education revenue exceeded projections which, combined with confirmed short-term workforce retraining contracts, enabled us to commit to a second, even more advanced facility, which opened in January 1996. This second $350,000 centre opened under the same revenue-generating terms. What is critically different in this second installation is that usage was restricted to 100 percent revenue-generating activities, all fast-track, workforce related, until the loan is paid. By combining the economies of scale with technical support and the shared use of high-end peripherals, the estimated payback was considerably faster than in the first venture. New certificates made possible with this expansion included continuing education certificates, 3-D and Convergence Technology, Internet for Designers, and a full-time 32-week training program in multimedia.

The second lab, constructed in January 1996, has generated over $300,000 in gross revenues in the first eight months of operation. Phase three, the third training centre, is scheduled to open November 25, 1996. This third centre brings much more than the pleasure of growth. It brings tremendous satisfaction to all team members who dreamed of a perpetually self-financing and self-funding technology centre. This new centre will be entirely self-financed from operating profits in the 1996-97 fiscal year. Equipped with twenty-one of the latest Pentium Pros running on NT 4.0, the new fully paid-for centre is already sold out well into the fall of 1997.

Workforce training, of course, requires much more than skills on the latest equipment and software. In the field of digital imaging, it also requires preparation for today's changing workplace as many face the challenges of contract and freelance work–which dominate the field of multimedia.

In the upcoming 18-week, full-time Desktop Publishing Retraining Program, a section on "Getting Started in Your Own Studio" will be offered. This will not only focus on essential business operations, but, most importantly for this industry and these students, will provide time to discuss the type of equipment needed, costs involved, and viable options. Another topic that is becoming a regular component of our daytime-sponsored programs is "Troubleshooting Your Computer." Students recognize that this skill can provide a competitive advantage in getting jobs; industry recognizes that students trained in troubleshooting will likely save the company time and money.

As leaders strive to keep commitments current with the needs of industry and students, they also continue to include proven successful components such as a "Client-Sponsored Production," where students work on a "real life" project. These may include a home-page design, interactive multimedia production, speaker support presentation, and brochure and/or poster creation. Each is developed in participation with a sponsoring company or organization. This exercise uniquely confirms the realities of industry, including demanding clients, deadlines that are deadly, budgets that are inflexible and set too low, the critical need for upfront planning, team members who do not come through as promised, the endless extra unscheduled hours needed to complete a project, and the euphoria and pride that comes from a job well done. It provides them with many useful insights and, hopefully, a quality project to add to their portfolio.

A three-week work-placement component is offered in multimedia programs with learning objectives that are hard to simulate in the classroom and benefits that have been well documented. Also, a comprehensive session on business practices and employment skills are standard in curricula along with industry speakers and field trips. Programs are known to be very intense, fast paced, jam packed with information, and definitely not for the faint of heart.

Conclusion

This year, only two-and-a-half years after opening, the DITC will generate revenues of over one million dollars. Humber takes pride in preparing and upgrading over two thousand students for the work force through five evening certificate programs and six full-time workforce retraining

programs (Multimedia, Fast-Track Multimedia, Desktop Publishing, Troubleshooting for the Telecommunications Environment, Entrepreneurship for the Multimedia Practitioner, and 3D Animation). Next year, the training centre will tackle the distance markets, as well as some interesting international initiatives.

This revolutionary new business strategy of partnership, revitalization, and business financing offers the education sector a model that any institution can follow irrespective of size, program discipline, or financial resources. The responsiveness and flexibility of continuing education and contract training allow these divisions to be the backbone of change and innovation at Humber.

The Humber Digital Imaging Training Centre is the recipient of numerous awards including:

- The Outstanding Exemplary Program of the Year (1994-95) from programs in the United States and Canada from the National Council on Community Services and Continuing Education;
- The Exemplary Program Award (1994-95) for the International Region by the National Council on Community Services and Continuing Education;
- The 1995 Award for Excellence for "Best Certificate/Diploma Program" from the Ontario (Canada) Colleges' Heads of Continuing Education;
- The 1996 Award of Excellence for the "Best Course" from the Ontario (Canada) Colleges' Heads of Continuing Education.

Chapter 8
BLACK HAWK COLLEGE

Jack N. Wismer

> The bricks and mortar are largely in place for a superb National Training Network . . . almost unnoticed, America's community colleges . . . have been transforming themselves into training academies (Fortune 1991).

Black Hawk College, established in 1946 in Moline, Illinois, serves an annual enrollment of over 14,000 credit students. The Adult Basic Education program provides classes at 50 sites throughout the Black Hawk College District and produces 400 secondary education completions annually. The Corporate & Community Development Division, continuing education, and customized training programs enroll 7,000 to 8,000 adult learners.

The college provides career education, transfer, and workforce training programs for residents in nine counties with a growing population of 350,000, located on two campuses: the Quad Cities campus in Moline, and the East Campus in Kewanee.

Community, Economic, and Workforce Development Mission

In the global economy of today and tomorrow, the competitiveness of America is absolutely dependent upon the knowledge worker. The United States continues to face an urgent challenge to its business competitiveness in the world marketplace. To produce competitively, business and industry must have skilled workers. Workforce and economic development are an integral part of the mission of community colleges in building proactive communities for the future.

The demand for workforce education and training and the need to build training partnerships has never been greater for the college. Based on environmental scans and community focus groups, the college's strategic plan focuses on community/business marketplace demands and workforce trends for the new economy.

One aspect of the mission of the college is to build strategic education and workforce training partnerships with business and industry customers by providing quality education and training services to develop a skilled, competitive work force. Black Hawk College is working with economic development organizations to retain and expand existing business, and to attract new businesses that will strengthen community development.

Workforce Development Programs

The Corporate & Community Development division of Black Hawk College is a leading provider of management, professional development, and continuous quality improvement training for the western Illinois region. The division includes a Business & Industry Center, Computer Training Institute, Professional Development Institute, Continuing Professional Education, Small Business Development Center, and Export Trade Center. The business units are responsible for implementing the following strategic operational goals:

- to serve the employee and employer training needs by implementing training partnerships for the business community in western Illinois;
- to produce revenues to cover operational training costs and generate college revenues that contribute to the college's services for the business community; and
- to promote economic development, retention, and expansion by working with chambers of commerce and economic development organizations.

Since 1987, Black Hawk College's workforce development programs have served over 300 companies and provided customized-skill contract training for over 18,000 employees.

Strategic Partnerships

Deere Supplier Training. Deere & Company is the world leader in farm implement equipment manufacturing. Headquartered in Moline, Illinois, this Fortune 500 company employs over 33,000 people worldwide. Prior to 1993, Black Hawk College delivered worksite basic skills and successful technical training programs to upgrade employee skills at the various divisions of Deere & Company. The Business and Industry Center provided robotics training, geometric dimensioning and tolerancing, and statistical process control.

Since 1993, Black Hawk College has been a strategic training partner with Deere in implementing the Illinois Industrial Training Program. An annual $500,000 grant has been provided from the Illinois Department of Commerce

and Community Affairs. This program focuses on Deere's strategic direction for supplier training. To improve productivity and quality:

- Suppliers are an extension of Deere manufacturing resources.
- Training programs are integral to continuous improvement.
- A well-trained, flexible work force ensures the competitiveness of products.

The College Business & Industry Center delivers competency skill-based training for Deere's suppliers, including CNC programming, computer software skills, blueprint reading, statistical process control, and group problem solving. As a result, Black Hawk College and other Illinois community colleges have provided training to over 2,400 employees to assist Deere suppliers in improving quality and global manufacturing competitiveness.

The Business & Industry Center is engaged in many training partnerships in addition to the Deere supplier training program. What follows are short descriptions of several additional partnerships that are strategic for business planning and uniquely serve the business community in western Illinois.

American Production and Inventory Control Society (APICS). In cooperation with Deere's Materials Management operation, the Business & Industry Center also provides a series of professional development seminars for suppliers to prepare for the Certified in Production and Inventory Management (CPIM) exam and obtain APICS certification. This is another strategic partnership that benefits the western Illinois business community by upgrading employees' skills.

Illinois Department of Commerce & Community Affairs. The Business & Industry Center works cooperatively with the state department of commerce and other state agencies to obtain training grants which make training more affordable to companies. The Illinois Training Program focuses on retraining employees in quality initiatives; Prairie State 2000 Authority offers an Employer Training Assistance Program for manufacturers; Project Compete provides a Technology Challenge grant; and the Higher Education Cooperation Act promotes collaborative projects among four-year institutions and community colleges.

American Management Association (AMA) and Vital Learning. Local businesses and industries requested continuing education for their employees. The business of management is changing, and managers want practical skill development. Therefore, the Business & Industry Center established an exclusive training partnership to offer AMA's *Certificate of Management* program. As an added value, the college customized a *Manufacturing Excellence* program that benefits manufacturing employees with skills in quality management, purchasing, and inventory management. A services partnership with the college and Vital Learning, an international training firm, was developed to provide training to small- and midsized company employees. Training programs are provided in supervisory coaching, interpersonal skills, problem solving, and team building.

Continuing Professional Education. In partnership with state regulatory agencies and business professional associations, the college provides certification/licensure programs for the following professions that require CEUs: CPAs, real estate agents, insurance salespersons, nursing home administrators, appraisers, social workers, and payroll specialists. These professions represent a growing community college market.

Export Trade Center. Through the college's Small Business Development Center, an Export Trade Certificate program is being initiated in cooperation with the Illinois Quad City Chamber of Commerce, Illinois Department of Commerce and Community Affairs, and U. S. Trade Administration. The program will use Deere employees and other export practitioners to deliver the program. The Export Trade Center will help business and industry expand their products through international trade opportunities which strengthen the economy and create new jobs in western Illinois.

Center of Excellence. In addition to the continuous quality improvement training programs, the Business & Industry Center is designated as a Center of Excellence to provide Plexus ISO 9000/QS 9000 training systems for western Illinois companies. These training programs are designed to work in partnership with Deere suppliers and other companies to reduce the implementation timeline to attain ISO certification.

Conclusion

Community colleges must change to meet the needs of customers. In today's competitive global economy, Black Hawk College is a primary provider of quality workforce education for students and workforce training for employers. The college must be willing to change and to use "out-of-the-box" thinking to prepare students and employees for the twenty-first century work world by:

- *Moving toward a learning organization.* Placing more emphasis on the facilitation of learning rather than on teaching knowledge will be necessary. There will be more emphasis on the application of learning to work performance.
- *Moving toward systems of operations.* Using cross-functional teams, business units and technology will provide just-in-time learning and training to implement innovative revenue sources that can be accessible locally and internationally.

- *Moving toward competency-based programs.* Placing more emphasis on developing competencies and skills for success in the workplace will be required. Modular curricula will be developed for credit programs. Many companies and professions now require CEUs for certification and licensure exams that can be delivered through interactive seminars and media delivery systems.
- *Moving toward producing results and measuring outcomes.* Being accountable to customers, students, and employers, provides a great opportunity to build education and workforce training partnerships. Black Hawk College is a valuable resource to the community which provides a high return on investment.

The success of Black Hawk College's workforce programs is based on two major factors: being customer focused and building strategic training partnerships to help companies succeed in the twenty-first century. Customized contract training and continuing education seminars are offered at the college or on-site company locations at times convenient to the company and employees. In 1995-96, the Business & Industry Center increased its program services by 29 percent over the previous year indicating that the business community values the community college as a strategic training partner.

The importance of marketing the Business & Industry Center's training programs is critical to the success of the college as a strategic training partner with businesses. The center's staff must continually market, sell, and improve its products and services to Deere (and other corporate clients) to successfully build training partnerships.

An important factor is flexibility within the college and an organizational structure that gives staff the opportunity to be customer focused. Also, it is essential to employ staff who have a passion for service, marketing, and training. These positions are not nine-to-five jobs. The staff must become college ambassadors in serving the taxpayers. The Business & Industry Center is like a beacon college-shining light on innovative programs and new training partnerships that will benefit the college as a whole in serving its communities. Black Hawk College values its training partnerships with Deere & Company, Case IH, 3M, Alcoa, and other businesses and helps to build a skilled work force for the twenty-first century.

> In the end, it is important to remember that we cannot become what we need to be by remaining what we are (Max DePree 1989).

Chapter 9
DELTA COLLEGE

Jack Jonker

Delta College is a public, two-year institution in east central Michigan. The college opened in 1961 and today provides comprehensive postsecondary education and training, as well as a wide variety of community services for residents of the Delta College district (Bay, Saginaw, and Midland Counties 1994 population: 399,320).

The Delta College main campus site, at University Center, Michigan, in Bay County, lies almost midway between the Tri-County's major cities of Saginaw (population 69,512), Bay City (38,936), and Midland (37,819). Delta serves these communities in many ways with training and courses, as well as with its own public radio and television stations. Each semester, nearly 18,000 academic students enroll in 36 transfer programs, 53 associate degree programs, and 17 certificate programs. In addition, the college's Corporate Services Division offers specialized training to upgrade the occupational skills of over 27,000 employed workers annually. The primary emphasis is on automotive-retail, automotive-manufacturing, and automotive-supplier industries, as well as business, health, and government markets. The Corporate Services Division is the driving force behind the unique programs described in this chapter, the most notable being the Delta College and General Motors partnership.

The General Motors and Delta College Partnership

The General Motors-Delta partnership, established in 1979, was the first major corporate/education program in the country. The technology education experiment that was developed by Corporate Services evolved into the national GM Automotive Service Education Program (ASEP). Currently, five other auto manufacturers have incorporated this model into their partnership activities with colleges across the nation.

The fundamental reasons for forming this partnership included new technology and the need to improve customer satisfaction. In 1979, GM introduced a technological revolution in automotive design–computer technology in the automobile engine. The corporation recognized that this revolutionary development would impact GM dealerships, their service technicians, and those who service vehicles in independent repair shops and large fleet repair. Also, there was concern that too many practicing technicians would not understand this new technology and, being fearful of it, leave the automotive service maintenance field. Computer-trained technicians were not yet available because the technology was just being introduced and training programs were still in their infancy. After considering many options, GM established a pilot program at Michigan's Delta College. Its purpose was to develop an experimental curriculum for training a new breed of technicians capable of servicing a new generation of technology-rich automobiles.

The final curriculum design at Delta was implemented as soon as faculty were prepared to teach the new technology. This curriculum differed from other traditional college curricula in that all technical instruction was specifically product oriented. Students entering the program were employed by GM dealerships. Every student began their training as an employee. The curriculum was founded on the principles of tell, show, do, and practice. The practice was carried out in the students' sponsoring dealerships and consumed one-half of the time allocated to technical instruction. The curriculum also required general education courses. By successfully completing the program, students met the college's associate degree requirements. Dealers reacted so positively to the program that after only six months, GM considered immediate geographical expansion of the model.

Program Expansion

The ASEP project proved to be the model from which Delta Corporate Services was able to develop additional training for clients representing manufacturing, automotive, business, health, education, government, and the professions. Encouraged by then Delta President Donald J. Carlyon, Corporate Services was given status and flexibility to operate independently using the business principles of the private sector.

While the ASEP project flourished nationwide, the college and the corporation broadened their relationship into other areas of training required by the automotive giant. These included manufacturing and quality control to new product technology education for dealers, customers, and other units of the company. Delta Corporate Service trainers began to be assigned abroad for GM's training needs in Europe, Asia, and South America.

BEST COPY AVAILABLE

Office of Corporate Services

When the college made the commitment to expand institutional programming beyond the traditional education offerings, it also created a separate educational delivery system to augment the current academic and community-services systems. The new system was called The Office of Corporate Services. The division had to be a self-sufficient operation and could not negatively impact on the general college budget. Further contributing to the uniqueness of this concept, Corporate Services created several philosophical foundations which would serve as the guidelines for its development. Among them:

- The initial markets served would be those that the institution was not presently serving. The purpose was to serve the needs of business and industry by upgrading their work forces.
- There would be no attempt to duplicate course offerings or become competitive with the college's other delivery systems.
- When necessary, the Office of Corporate Services could operate outside of the policies and procedures governing the general operation of the college. With this freedom of operation, the office was developed as an extension of the president's office. Thus, he would be aware of any planned activities that would deviate from college policy.
- Regular academic faculty who were needed and agreed to an instructional assignment, would complete the assignment under a supplemental contract.
- It was understood that the requirements for training programs would vary from typical academic schedules. Training would be where the employer wanted it, when they wanted it, and how they wanted it delivered. The content of the program would be determined by the employer.

Flowing from these guidelines, the GM-Delta College training partnership is designed to maximize the capacity of the corporation to access and deliver new technology training to its dealers, customers, and various corporate entities worldwide. Because of this corporate focus, the General Motors partnership is specifically separated from traditional academic management. The industry, not the faculty, sets the course standards. Course content and curricula adjustments reflect technology changes in GM cars.

Delta chose to place the GM-ASEP program in the newly created Corporate Services unit. Corporate Services' capacity to quickly respond to the customer's training proposal and GM's sincere desire to positively impact public education in the United States led to a productive marriage.

As already stated, the charge to Corporate Services is to be self-supporting while expanding the delivery capabilities of the college without drawing from its general fund. Each training contract is priced with a view toward cost recovery and with the understanding that the addition of administrative resources to support training delivery must be funded by the contract.

There are currently two methods of program development. First, ASEP and dealership training materials are developed by the corporation and given to the college with the required "Training the Trainer" courses. These courses also are delivered to other GM employees in engineering centers and assembly plants. Second, Corporate Services staff gather information on products and systems in a developmental stage. This information is used to produce course materials on emerging technologies.

Distinguishing Factors

Corporate Services' striking success has made it a model for other colleges and universities aiming to establish similar college/private-sector partnerships. Corporate Services staff consider all training requests with a "can-do" attitude. They subscribe to a fundamental premise, that with creative and collaborate thinking, staff can find solutions to even the most difficult assignments.

Other unique characteristics of Corporate Services are: 1) Every corporate activity is considered a partnership with the corporate partners having decision-making input; 2) Every corporate activity is managed under a team concept with appropriate corporate staff as members of the team; and 3) Every project and activity is thoroughly evaluated to the satisfaction of all parties.

At its inception in 1979, there were only two ASEP instructors. Today, approximately 45 staff members are involved in this automotive arena, working as service instructors, office professionals, and administrative and support personnel. The instructional staff are assigned to one of several specialized instructional areas. Because each area is different, staff assignments vary. All staff are expected to travel to and from assignments as part of their employment agreements.

General Motors Corporation, being in the business of manufacturing and selling automobiles, continually develops new and innovative technology. GM clearly sees the economic benefit of the relationship with the college. As part of their role in the partnership, they have trained college staff, and donated vehicles, training components, and literature. Corporate Services, in turn, uses its educational and training expertise to help those in the automobile service industry learn the technology. In this sense, Corporate Services provides a conduit for the effective flow of technological advances. New tools, such as the electronic vibration analyzer, have made it easier for technicians to diagnose problems. The advent of new technology--most notably the electronic and computerized

controls in virtually every vehicle manufactured today–has caused service instructors to incorporate more information gathering resources (e.g., service bulletins and service manuals) into class instruction to help identify and repair problems. Today, automotive instructors face the challenges of staying current with rapidly changing technology and constantly striving to improve their means of communicating this technical information to students.

A significant focus of the GM/Corporate Services automotive alliance is meeting requirements for the automaker's engineering, testing, and research facilities. Advanced product training for engineers and experimental builders is assessed, designed, developed, and presented in an efficient and professional manner. Product training is conducted in several cities in Michigan and at various sites throughout the United States.

As advanced technology expands into domestic products, that very same technology is being increasingly exported to other countries. The GM/Corporate Services partnership provides international training in Puerto Rico, Yugoslavia, Guatemala, Nigeria, Costa Rica, Panama, Argentina, Japan, Kuwait, and the Virgin Islands. In these countries, the employer absorbs the cost of training facilities as part of the contract for services provided by Corporate Services.

Facilities and Services

Corporate Services' world headquarters is located at the college's International Centre facility in downtown Saginaw, Michigan. The college purchased the 170,000 square foot International Centre from the city of Saginaw on a lease-to-own agreement. Corporate Services' growth pattern through the years prompted the move of the administrative offices and training centers to off-campus sites. This gives the division the capacity to deliver customized training wherever clients need it–whether in Warren, Michigan; Lansing, Michigan; or Spring Hill, Tennessee. This "can-do" attitude reflects one of Corporate Services' unique characteristics–never say no to an employer request for workforce training.

Partnership's Impact

Through its working relationship with GM, Delta is on the forefront of accessing information to emerging technologies. This knowledge in turn is transferred to the automaker in the form of college staff trained in the latest automotive technologies. GM prepared training courses that reflected the most current company advances in vehicle design and mechanical components. As they trained corporate faculty to teach these updated courses, they also trained college faculty. Whether it is a corporate training center or a college automotive laboratory, the most current information on advances in vehicle technology is available.

GM is mindful that public education does not always have the resources to update equipment in technical training classrooms. To ensure success of the newly formed college-corporate partnership, GM provides instructor course materials, participant manuals, tools, equipment, and vehicles through an unparalleled donation program. Because of this arrangement, the college does not have to invest its own limited resources to support this program.

Corporation Benefits

ASEP graduates provide GM dealerships with technicians equipped with a higher-education background and complete with technical and customer-relations skills. Each year, the ASEP graduates receive additional training to maintain currency in an ever-changing industry. The expansion of the ASEP program also allows college instructors to conduct worksite training at engineering facilities, assembly plants, and dealership technical training centers.

Conclusion

The most significant element in the development of Corporate Services is the freedom the organization has to operate independent of conventional college policies. Institutional policies and procedures are generally developed over many years to provide desired direction of programs and functions that already exist or are operational. Corporate Services systems do not easily fit into that mold, as they are new and designed to respond to client requirements.

Specialized business and industrial training requires many different formats, each with unique subject matter, location, and schedule. The programs need to be offered to match worker shift assignments and faculty readiness. Business and industry prefer contracting for some training, rather than building training departments. Company personnel routinely indicate how much they like doing business with the Corporate Services unit because it is so "user friendly." Significant numbers of new business training contracts come from recommendations of satisfied clients. The key is not to forget the processes that brought success and to improve upon them.

When Delta College decided to create Corporate Services, the concept was adopted without seeking the support of the academic or student services units of the college. As might have been expected, there was some concern that such services could have been offered within existing college units without adding a new dimension to the institution. The arguments that the institution might become more flexible if a new experimental delivery system was created, and that new and successful concepts in training might be a natural fit with other programs, took a while to gain acceptance.

After ten years of operation, several unique characteristics have emerged from Delta College Corporate Services Programs. Unlike programs of many colleges, Delta Corporate Services has the autonomy to respond to any corporate training request worldwide with partnership contracts designed to encourage long- term client relationships. Training and support services are provided for organizations as diverse as General Motors, Dow Chemical and Dow Corning, Saturn Corporation, UAW/GM Human Resources, Aetna Industries, and even some United Way agencies.

Delta College Corporate Services has a reputation throughout the region, nation, and abroad as a significant contributor to the economic development mission of workforce readiness. The partnership with General Motors serves as an excellent example of how to train according to corporate expectations.

Chapter 10
JOHNSON COUNTY COMMUNITY COLLEGE

Betty Anastasio

Established in 1969, Johnson County Community College is located in Overland Park, Kansas, a suburb of the greater Kansas City area. With more than 16,000 credit students and 16,000 participants in programs offered through Continuing Education and Community Services, the college is the largest community college in the state and third largest among all institutions of higher education in Kansas.

Under the Continuing Education and Community Services branch of the college, the Business and Industry Institute addresses specific workplace needs of the business community. The services provided by the institute include customized on-site training, professional development seminars, computer classes, and assistance from the Small Business Development Center.

Among the Business and Industry Institute's exemplary programs, two projects are of special interest: 1) Wolferman's Inc. and 2) AlliedSignal Commercial Avionics.

Wolferman's, Inc., Lenexa, Kansas

Wolferman's, a division of Sara Lee and famous for its gourmet English muffins, needed to train 240 seasonal workers to take phone orders for its bakery goods during the 1994 and 1995 holiday seasons. The required training included order entry, customer service, product knowledge, and cross-selling skills to handle telephone orders from customers around the world. A total of 15 hours of training given over six days would be provided for three groups of 80 new employees. Without a process and facilities to provide just-in-time training for its seasonal workers, Wolferman's considered discontinuing these jobs in Johnson County and utilizing another location for its holiday orders.

The college's initial meeting with Wolferman's was held in February with expectations of delivering training in November. Included in this meeting were Wolferman's information services, training, and human resources staff, and the college's Business and Industry Institute, information services, audiovisual, facilities planning, and custodial and maintenance staff. For the training sessions, 80 data-entry terminals were leased and linked to Wolferman's mainframe. Based on discussions with Southwestern Bell, a 56KB communications line was leased and installed to connect the terminals at the college to Wolferman's mainframe during the training. To accomplish the room and equipment set up, special twin axial cables and electrical power cords to connect the 80 terminals were configured and assembled by the college's maintenance staff.

After several planning sessions, the training was scheduled for the week before Thanksgiving, beginning on Monday and ending on Saturday. Twelve people from Wolferman's and the college set up tables, chairs, terminals, cables, power cords, audiovisual equipment, and a final testing of the 56KB communications line linking the terminals to Wolferman's mainframe.

The preplanning sessions resulted in six days of just-in-time training, which produced the required number of seasonal workers for Wolferman's. Upon completion of the training, those who qualified started employment with Wolferman's the following week.

This project would not have been undertaken without extensive preplanning and the enthusiastic support of the college's staff to create a unique program that benefited a local company (and thus the county's economy). It then took a collaborative effort between the college and Wolferman's to execute this project successfully. Additionally, the news media covered the event, highlighting the benefits to the company and the community when business and education work together to solve workplace training and employment issues.

AlliedSignal Commercial Avionics, Olathe and Lenexa, Kansas

When AlliedSignal Commercial Avionics decided to begin a national search to establish a location for its world headquarters, Johnson County Community College became involved in this economic development opportunity. Since the Business and Industry Institute already had established itself as a provider of training for AlliedSignal's Olathe facility, both the plant management and the college joined forces to keep the company and its jobs in Johnson County. A decision by AlliedSignal to remain in the county would retain the existing 2,000 jobs in Olathe and create 1,100 new jobs in the state.

One of AlliedSignal's criteria for choosing a site location was the amount of funding available from the state

to support workforce training. This criterion brought personnel from AlliedSignal's Olathe facility and Johnson County Community College together to work on the project. Shortly thereafter, AlliedSignal selected a site in neighboring Lenexa, Kansas, but the final decision depended on the state's financial package, including workforce training grant assistance.

In developing a grant application for submission to the Kansas Department of Commerce and Housing, the first task was to define the type and extent of training and equipment which would be required to hire and train 1,100 new employees. An all-day work session was held with key human resource personnel from several of AlliedSignal's locations which would be relocating to Kansas. At this session, specific proficiencies for various jobs were discussed, with an emphasis on achieving and maintaining world-class status through AlliedSignal's training initiatives. From this delineation of proficiencies, curricula for professional and technical skill development were established.

The role of Johnson County Community College also was discussed at the work session, both in respect to administering the grant on behalf of the state and as a primary provider of specific curriculum outlined in AlliedSignal's employee development matrices. The goal of the relationship between AlliedSignal Commercial Avionics and Johnson County Community College was to make the college a one-stop training/education provider for specific training requirements, including computer proficiencies, professional and technical skills, and a supportive environment.

After several months of developing and refining the grant application, AlliedSignal Commercial Avionics, Johnson County Community College and the Kansas Department of Commerce and Housing presented their plans to the Governor's Council on Workforce Training. The council, upon reviewing the application, approved the grant and named Johnson County Community College as grant administrator.

The AlliedSignal Commercial Avionics project became the state's largest grant award and will be administered over five-and-a-half years, beginning in 1996. The grant is a three-way partnership between the company, the state, and the community college, as all three strive to make Kansas an excellent state in which to grow a business and develop the work force.

The project succeeded because the college had previously established a customer-focused training relationship with AlliedSignal Commercial Avionics. With this relationship in place, there was a strong foundation upon which to expand the business-education partnership. The company realized the array of community college resources it could tap to provide the professional and technical skills which their employees would require to keep AlliedSignal competitive in a very aggressive business environment. The college has the workplace training and consulting services available to provide just-in-time training to meet the dynamic needs of the company. In addition, the college offers employees degree and transfer programs, career counseling, and basic and continuing education opportunities to meet employees' personal and career goals. This project is just beginning, as Johnson County Community College and AlliedSignal Commercial Avionics anticipate a long-term association.

Conclusion

As the leaders of Johnson County Community College look to the future, they are confident that partnerships such as the ones described here will become more common. As the workforce needs in the nation–and more specifically of JCCC's local community–continue to increase, the college will be challenged to build new and stronger bridges with business and industry. These bridges will be built with cooperation, understanding, and an appreciation for the role each partner can play in workforce development.

Chapter 11
LANE COMMUNITY COLLEGE

Larry J. Warford

Lane Community College, Lane County, Oregon, is a comprehensive, two-year public college whose mission is to provide accessible, high-quality, affordable, lifelong education. The college's service district reaches from the Pacific Ocean to the Cascade Mountains, covering nearly 5,000 square miles. More than 122,000 households look to the college for transfer courses, vocational training and retraining, and continuing education and community services. Established in 1965, Lane Community College enrolls over 38,000 people annually.

For decades, Lane County's economy has been heavily dependent on the timber industry. In the past two decades, however, the number of timber jobs has plummeted due in large part to automation. The community has had difficulty replacing those jobs with family-wage employment. In an attempt to offset timber revenue and employment losses, community and business leaders targeted software, high technology, and secondary wood-products industries as targets for economic growth. Lane Community College became an active partner in that effort and has become recognized as a "major player" in the economic revitalization of Lane County, Oregon.

The Comprehensive Workforce Training Program

> In a sentence, Symantec would not have been in Eugene and could not have been successful in Eugene without Lane Community College (Larry Miller, Symantec Corporation

> I'd like to give you a sense of what kind of partnership it took to make today's announcement possible . . . One of the main reasons that Sony selected the Springfield (Oregon) site was the high-end training that Lane Community College is prepared to offer to the workers and to that corporation (Barbara Roberts, former Oregon Governor).

> Being a member of the Human Investment Partnership has allowed PeaceHealth to network with some of the best practice businesses in the community . . . The excellence that each organization brings to the team has provided us with a great learning experience (Suzanne Durheim, PeaceHealth, Oregon Region).

> I went my first two years at Lane and graduated from the University of Oregon in Marketing. It wasn't long (in business) before I realized I needed help with the nuts and bolts of my business and I found myself back at Lane (Ron Tingsley, small business owner).

> The Dislocated Worker Program really gave me excellent direction and helped me focus on a whole different career (Roger Raven, former wood products worker of 17 Years, now retrained to be a dental hygienist).

These preceeding quotes are testimonials to the comprehensive workforce training programs and services at Lane Community College. What follows is a summary of the efforts of Lane Community College to help transition the local economy from an industrial one driven by the timber industry, to a high-tech, informational economy that is developing quickly in the Northwest.

The Workforce Targets

A key to the success of Lane Community College's workforce training program is its comprehensiveness. Planning is based on serving four major workforce targets: 1) emerging; 2) transitional; 3) entrepreneurial; and 4) current workers.

The workforce targets serve as a useful framework in planning programs and services. Emerging workers are defined as those typically 22 years of age or younger and who are preparing for their first full-time employment. Transitional workers are those who are changing from one career to another for a variety of reasons, including being laid off from previous employment, reentering the labor market as adults, and changing because of underemployment. The entrepreneurial work force includes the large number of people operating and owning small-to medium-size businesses. The current workforce target includes those who are employed and need additional training for their current jobs or those who seek additional training for promotional opportunity.

Programs for the Emerging Work Force

Lane Community College has offered preparatory vocational programs since 1965, when it replaced the

62 BEST COPY AVAILABLE

Eugene Vocational School as the public postsecondary vocational training institution in Lane County. Lane now offers more than 50 career training programs which provide an excellent foundation for the workforce training program. Excellent staff, outstanding facilities, and strong advisory committees are hallmarks of these successful programs. In addition, programs are constantly reviewed, revitalized, and reinvented to assure that the training students receive is what they need to be successful on the job.

A recent example of the flexibility of Lane's programs was the revamping of the programs in the Computer Information Technology Department when a large software company moved to Lane County, creating hundreds of new jobs in computer applications and networks. The department now offers one-year certificates and two-year degree programs in these specific areas.

Lane also has been a leader in the development of cooperative education programs that provide on-the-job training for hundreds of students in local businesses. Co-op is an option in virtually all vocational programs and is required by many. The partnerships created by Co-op in the community are highly valued, as they not only provide quality training to students but also invaluable feedback to instructors and administrators about the college's programs.

Another important program for the emerging work force is the Lane County Tech-Prep Program, an articulated partnership between Lane Community College and the 21 high schools in Lane County. Tech-Prep establishes curricular ties between high school and community college career programs, enabling high school students to begin a career path in high school and follow it into community college with no duplication of course work. Tech-Prep in Lane County includes 340 articulation agreements in departments and programs. Through these agreements, high school students may earn credits which are transcripted by Lane and may be applied to course work there or at other community colleges.

Programs for People in Transition

Layoffs in the timber industry have prompted Lane Community College to initiate programs and services for people who are in transition from one job or career to another. In partnership with the Southern Willamette Private Industry Council (SWPIC), Lane Community College has offered career life planning, job search assistance, and retraining to over 4,000 dislocated workers over the past decade.

The challenge for the Dislocated Worker Program was to serve workers who had spent all of their working life in the wood products industry-an industry known for requiring little education but paying well. Adding to the challenge was the fact that the economy in the northwestern United States suffered from a large number of timber layoffs. Buoyed with federal and state funds for dislocated workers, the college and its partner, SWPIC, worked with the wood products industry to help people attain new occupational goals.

Working with wood products workers made Lane Community College more aware of the ongoing needs for people in transition. What initially appeared to be a program effort to meet a single industry employment change has developed into a viable program for the underemployed or laid-off workers in a variety of occupations. The success of the Dislocated Worker Program also has caught the attention of business and industry. They now see Lane Community College as a source not only of emerging workers, but also a place that can produce quick turnaround for transitional workers.

STARTech. An example of the continuing development of programs designed for transitional workers is one that was created to meet a critical training need in two new high-tech industries in Lane County. Symantec Corporation, a large software company located in Eugene since 1993, and Sony Disc Manufacturing, a CD-ROM disc manufacturing company located in Springfield since 1994, approached the college about offering a custom-designed preemployment training program that would ensure a steady supply of qualified workers for their growing Lane County operations.

What developed was a new program now called "STARTech"–a fast track program that offers a variety of "core skills" combined with specialization tracks for each company over an eight-week period. The curriculum was established jointly by the college and the companies. The companies participate in the instruction, particularly in the specialization tracks; student selection for the program is a joint decision; and the companies made it possible for the college to start the program outside the normal budget process by providing direct financial support.

In its first year, STARTech enrolled 116 people–mostly Lane County residents who were underemployed and willing to risk their current jobs to get a better position in the high-tech industry. Employment of program graduates by the two companies has been due largely to their involvement in working directly with the program. Other employers have become interested in this program, and plans are to expand the number of industry partners.

Programs for Small Business Owners/Managers–The Entrepreneurial Work Force

If Lane County-area business owners wrote a how-to book on running a business, many would begin chapter one with a few choice words of advice, "take advantage of the Business Development Center at Lane Community College." Since the early 1980s, Lane Community College has been providing services to small business owners, including educational programs designed to meet their

schedules and information needs, confidential business counseling, loan packaging assistance, resource materials, and supportive faculty and staff.

Lane's Business Development Center was the first such center in Oregon and has led to a highly successful statewide network of centers. The center's business management programs, varying in length from nine months to three years, are personalized with one-on-one instructor assistance and classroom sessions that address topics pertaining to business owners. Today, over 200 business owners enroll in the Business Development Center programs. In addition, many people who are thinking of starting their own businesses use the center to help answer their questions and provide information before making a commitment.

Programs for the Current Work Force

Over the last decade, most community colleges–Lane Community College included–have placed more emphasis on current worker training. Probably the most visible programs for the current work force in recent years are the customized training programs designed to meet specific business and industry training needs.

The previously mentioned economic transformation in the college service area has no doubt been facilitated by Lane Community College's willingness to form partnerships with business and industry to create family-wage jobs. Since 1992, the college has played a major role in the recruitment of high-tech industry because of its ability to train workers for three new key corporations: Symantec Corporation, a large software company which located in Eugene in 1993; Sony Corporation, which opened a west-coast disc manufacturing plant in Springfield in 1994; and Hyundai Semiconductor America, which is currently building its first semiconductor manufacturing plant in Eugene. These three companies combine to provide hundreds of new high-tech jobs in Lane County, and all have one thing in common–they entered into a partnership with Lane Community College to train their initial work forces.

These newly located companies joined hundreds of other firms and governmental agencies that rely on Lane for training their current work forces. Lane is expected by business and industry to provide timely, up-to-the-minute training that is often conducted at their worksites. The curricula for training is a product of company/college partnerships.

In addition to the programs focused on company needs, Lane continues to be committed to open-enrollment continuing education classes. Hundreds of sections of classes, focused on job upgrading skills for workers, are held in a variety of locations to enable individuals to access educational programs conveniently and at minimal cost.

In yet another leadership role for Lane in workforce development, the college joined with four business partners in implementing the Workplace Training Project. Approved and funded by the U.S. Department of Education as a part of the National Workplace Literacy Program in the fall of 1994, the project continues through the fall of 1997 and seeks to build a learning work force. In the first two years of the grant, nearly 200 members of the current work force received training in mathematics, reading, writing, reasoning, problem solving, and English as a second language.

Another example of the comprehensive way in which Lane works with business and industry is the Human Investment Partnership (HIP). Started with the help of a grant through the regional workforce quality committee, HIP is a consortium of Lane County's most progressive employers. The goal of the program is to develop and enhance the teamwork skills and knowledge of quality improvement processes in the Lane County work force. Thirty employers have joined the college-led consortium for the purpose of developing, delivering, and exchanging quality improvement and teamwork training. Companies pay a fee for membership based on the size of the organization and the level of involvement.

Training Records

A unique feature of Lane's workforce programs is the provision of an easily accessible, permanent record of all completed training. This service to students and employers has been in place in the college's credit programs since its inception. This was not the case for noncredit programs and courses until the early 1990s when Lane Community College committed to transcript all instruction. In addition to the credit transcript, the college now maintains a continuing-education transcript based on clock hours. It can readily be converted to Continuing Education Units (CEUs). Students can access their up-to-date transcripts by entering their student number's in kiosks that are located throughout the college's service district. Employers, as well as students, like this service as it provides a record of training.

Conclusion

Lane Community College sees comprehensiveness as one of the main values of its workforce program. The challenge continues to be the ability to form partnerships with business, industry, labor, and governmental agencies that create win-win situations for students. It has become evident in Lane County, Oregon, that the community college can be a major player in the economic health of a region, and that people can rely on the community college to provide programs and services that meet their needs.

Chapter 12
PUEBLO COMMUNITY COLLEGE

Joseph May

Pueblo Community College (PCC) is a public two-year institution that has supported the needs of Pueblo and the surrounding communities since its 1933 founding. The college offers more than three-dozen certificate and degree programs. It has a graduate job-placement rate of approximately 97 percent, including a virtually 100 percent placement rate of its health-program graduates.

In the fall of 1996, PCC enrolled over 4,500 students and served an additional 12,000 through its business and industry and community service offerings. Approximately 31 percent of the college's students are Hispanic, and the student body is 63 percent female. The average student age is 31. Eighty-one percent of the students attending PCC receive financial aid.

PCC has three primary instructional Colorado locations: Pueblo; the Fremont County Center in Canon City; and the Southwest Center in Cortez. Over 79 percent of the college enrollment is served through the Pueblo campus. In addition, the college provides services in area high schools throughout its eight-county region.

Involvement in Training

Since the early 1980s, Pueblo Community College has provided support and the ever-important customized training component to the city of Pueblo's economic development program. This program has contributed to the rebirth and subsequent growth of the entire region. The development of PCC's business and industry training efforts followed the severe downturn of the steel mill in the early 1980s when Pueblo was a one-industry town. With PCC's customized training programs as one of the key factors, Pueblo officials launched an economic development program that reestablished the city as one having a viable economy.

Today, Pueblo contains a variety of industries representing aerospace, plastics, telemarketing, steel, and electronics. Further growth is supported by tourism, ranching, government, and health-related industries. With a base of 57,000 employees, the city's unemployment rate has dropped to below four percent after being four times that during the 1980s.

While Pueblo Community College has utilized its training capability to support the needs of business and industry, industry leaders in turn have been important drivers of PCC's efforts to provide high-quality educational and training programs. It was the collaboration between PCC, business and industry, and the state legislature that led to the creation of the Gorsich Advanced Technology Center (GATC). The center opened in the spring of 1997 to address the area's highly technical educational and training needs.

With the addition of the technology center to its campus and an expanded Community Education and Training (CETD) program, the college continues its legacy of outreach and involvement with business and industry. The Corporate Training, Education, and Development (CTED) department, which provides customized training programs and services, is designed to enhance employee knowledge, skills, and abilities.

CTED has organized services into five strategic areas: 1) Task/Skills Analysis; 2) Human Skills and Basic Skills; 3) Workplace Essential Skills; 4) Technical Skills; and 5) Computer Skills.

Task/Skills Analysis. Often, when companies secure assistance in specialized training, they require help to analyze specific training needs. Services offered to help meet these needs include job profiling, safety analysis, and assessment of employee knowledge, skills, and abilities. Once the problems are clearly identified, training and education programs are packaged to meet those needs.

Human Skills. Increasingly, business and industry recognize the importance of having employees with high-level human relations skills. These include customer service, team building, conflict resolution, interpersonal, communication, presentation, leadership, development, management training, facilitation, project management, consulting, supervisory, total quality/continuous quality improvement, and process management skills. These offerings are customized to meet company-specific needs.

Basic Skills/Workplace Essential Skills. Through conversations with employers, it has become clear that the greatest barrier to employee success is the lack of essential basic skills. These skills include not only those consisting of applied academic skills, but also those identified in the Secretary's Commission on Achieving Necessary Skills (SCANS) of the Department of Labor as outlined in *What Work Requires of Schools*.

The list of basic-skills programs available at PCC includes reading, writing, mathematics, decision making,

65 BEST COPY AVAILABLE

problem solving, communication skills, independent learning (learning-to-learn), English as a second language, understanding systems, and organizing resources.

Technical Skills. Job-specific technical skills are an important component of the CTED. The ability of the college to develop customized technical programs is crucial to industries relocating to the community or those that are expanding production capacity.

Programs available in the technical area include: safety, equipment operation, occupational health, traditional occupation-specific courses, safety administration requirements, preventive maintenance, and customized production skills used in particular work.

Computer Skills. While computer skills are generally included under job-specific technical offerings, the growth of computers in the workplace has resulted in the college creating a separate category to address this need. Program offerings include application software, programming language, local area networking, wide area networking, Internet, intranet, and multimedia.

All of the programs and courses offered through the Corporate Training, Education, and Development Department are delivered through a variety of methods including traditional lectures, hands-on learning in supervised laboratories, interactive video conferencing, and multimedia computer labs. Special laboratories are often set up in college-owned facilities that meet client training needs. At other times, the college may work with facilities and equipment supplied by the sponsor at the business site.

When a company wishes to use PCC facilities and services, the following options are available: Traditional class; video/audio conference room; satellite down-link room; conference meeting rooms; laboratories with customized hardware and software; stand-alone or networked computer laboratories; and a classroom with Internet access.

In addition to the specialized room configurations, the college makes available additional support, including data connections via T1; twisted pair, ISDN phone lines; satellite up-link or down-link; cable systems; TV/monitor; VCR; overhead projectors; LCD projection panels; slide projections; and tape/CD players.

The college also provides auxiliary services, including catering, event coordination, meeting facilitation, and teleconferencing.

While most organizations use company resources to purchase services through PCC, state and federal funds are available to assist with some education and training needs. The State of Colorado provides limited funds for companies relocating to the state and for companies undergoing major expansions. While the state appropriates only $3.4 million for this purpose, PCC secured $604,370 for the 1996-97 fiscal year. PCC also received a Federal Workplace Literacy Grant.

What follow are some more-focused programs in workforce development at PCC.

Southeastern Colorado Area Health Education Center

The Corporate Training, Education, and Development Center coordinates with the Southeastern Colorado Area Health Education Center (SECAHEC), an affiliate of the University of Colorado Health Science Center, to provide continuing education to health-care providers throughout a sixteen-county region. The partnership makes master's-level course work available via distance learning and teleconferencing, as well as a variety of public educational services.

The college, SECAHEC, and Parkview Hospital are in the process of establishing the Colorado Emergency Medical Services Institute. This partnership, when initiated in July of 1997, will provide education and training for EMS certificates.

U.S. West Technology Center for Business and Education

The college and U.S. West joined forces to develop a multimedia technology center to train members of the community work force in using the Internet, World Wide Web, HTML, CD-ROM, and related technologies to build their job skills, career options, and professional marketability. Since August of 1996, this center has provided instruction to more than 1,600 students.

The two entities also will use the partnership as a marketing advantage when recruiting new business and industry to the community or providing customized training for current employers.

Adult Basic Education Programs

Adult Basic Skills. Instruction is provided in reading, math, and/or language for those who want to upgrade basic skills for job advancement/qualification, entry into college, or personal satisfaction. This program has an academic focus, with assessment and progress measured by standardized testing.

GED Preparation. Instruction is provided in reading, math, writing, social studies, and science geared for individuals who want to attain the GED. The emphasis is academic, with assessment and progress measured by standardized testing and GED practice tests.

English as a Second Language. Instruction is provided to assist non-English speaking individuals with reading, writing, and speaking in English. The emphasis is hands-on with a life-skills focus rather than an academic approach.

U.S. Citizenship. Instruction is provided over seven weeks in U.S. history and constitutional principles for those who wish to prepare for and take the U.S. citizenship

examination in order to become naturalized citizens of the United States.

Workforce Development Services. Instruction is provided to front-line employees of companies that want to help their personnel adapt to change in the workplace by strengthening their skills in reading, math, writing, problem solving, communication, and learning to learn. English as a second language and GED preparation are designed and delivered to address specific company needs. Other services include providing Adult Basic Education tests, job profiling, job-readiness assessments of students, and recruitment and retention of students through workplace learning programs.

Small Business Development Center. The SBDC in Pueblo is located at Pueblo Community College and is part of the U.S. Small Business Administration (SBA) and a statewide network. It provides *free* services to both existing and start-up small business owners. Leveraged federal, state, educational and private funds support one-on-one counseling, educational training, technology transfer, community involvement, and client referrals to other agencies' programs.

Conclusion

With its track record for providing customized training and through its Gorsich Advanced Technology Center, Pueblo Community College can be expected to continue to play a major role in the economic growth of its community and region. Coupled with the partnerships it has already formed and those that it will generate in the future, Pueblo Community College will maintain its focus on meeting the business and industry training needs in Southern Colorado.

Chapter 13
WAUKESHA COUNTY TECHNICAL COLLEGE

Craig L. Piotrowski

Waukesha County Technical College (WCTC) is one of 16 two-year technical colleges in the Wisconsin Technical College System. WCTC offers Associate of Applied Science degree programs, vocational diploma programs, apprenticeship programs, and other adult education services. Accredited by the North Central Association of Colleges and Schools, WCTC is one of the primary entities involved in the creation of the Waukesha County Workforce Development Center. The main campus is located 20-miles west of the City of Milwaukee in Pewaukee, Wisconsin, approximately 60-miles east of the state capital in Madison. The college service area encompasses approximately 600 square miles in the southeastern corner of Wisconsin, serving three counties, six cities, 21 towns, and 19 villages. Annually, more than 35,000 citizens (approximately 6,000 FTE's) take advantage of the educational opportunities offered by WCTC.

The Waukesha County Workforce Development Center

The collaborative environment created at the Waukesha County Workforce Development Center can serve as model for other workforce development programs. It is impressive to observe the synergy between the staff at the center who work together and deliver services while being employed by nine different entities. Colocated center employees have developed a unique logo, and all wear name tags with that logo. They work in offices and cubicles that intersperse employees of different entities. Conference/training rooms and other resources are shared. This workforce development initiative could be carried out elsewhere in higher education with some modification for different environments.

At the beginning of this decade, leadership in Waukesha County began to form a shared vision that evolved into the center. The following nine public and private entities colocated all or part of their operations in the center: The Kaiser Group, Waukesha-Ozaukee-Washington Private Industry Council, Partners for Education, Waukesha County Economic Development Corporation, AFL-CIO, La Casa de Esperanza, Wisconsin Job Service, Waukesha County Department of Health & Human Services, and WCTC. Further, with the assistance of the WCTC Foundation (a private foundation), these nine entities are sharing resources to continuously improve workforce development.

The center is a communitywide operation serving Waukesha County. The county is a part of the greater Milwaukee metropolitan labor market which has a population of more than 328,000 and a labor force of 187,000. The economic market includes more than 10,000 employers and a current unemployment rate of less than three percent.

The center maintains a broad focus on the economic well-being of the region and services job seekers, workers, and employers. In its first year of operation, approximately 11,300 people were registered with Job Net (the center's employment database), and at least 7,200 found jobs. Feedback from customers and clients who were in need of workforce development assistance indicates that they were highly satisfied with services. The center's financial arrangements are neither complex nor elegant, but they are practical, understandable, and helpful in facilitating this partnership.

The Facility. Representatives of the entities participating in the center identified collocation requirements that resulted in the construction of a 30,000 square-foot center at a cost of $2.7 million. Land on WCTC's Pewaukee Campus was leased to the WCTC Foundation, which constructed the facility and provided ownership on behalf of the agencies involved. To make the leases affordable for all parties, the boards of Waukesha County and WCTC provided a $1 million programmatic investment in the project.

WCTC Foundation obtained long-term financing for building construction and equipment. The foundation then leased the Workforce Development Center building back to three primary lessors. Lease agreements of primary and sublessors were tailored to their specific legal and financial needs and constraints.

Construction financing of $1.4 million was provided by a ten-year note payable with a seven percent commercial interest rate using the building as collateral, and including the assignment of the lessor's interest in the leases as a guarantee of payment. WCTC, Waukesha County, and the State of Wisconsin hold master leases and sublease to the other partners in the project. Leases include facility operating costs and maintenance and shared costs for

center management and technical support services. WCTC maintains the roads and grounds at the campus site. The lease agreements define the long-term financial commitment of the separate agencies brought together in this collaborative management model. The center has resulted in combined annual resources exceeding $5 million for workforce development.

A mission statement and objectives translated the shared vision and helped guide the Workforce Development Center in pursuit of desired outcomes. Agency leaders empowered their colocated representatives to make decisions in a way that would avoid traditional hierarchical bottlenecks.

The agencies that colocated in the center all had been previously involved in workforce development activities, including job placement, financial assistance, and career planning and training. These entities, however, had not always coordinated their activities. They had often competed with each other for resources and customers. Therefore, organizing these entities was extremely important to their capacity to develop collaborative relationships, to overcome constraints, and to work toward their common workforce development goals.

To avoid organizational chaos that can result when combining operations of diverse entities, open sharing of information was equally as important. It was essential to proactively address common concerns, constraints, and problems on a timely basis. To improve the sharing and use of information, open information systems were developed, incorporating current computer technology and networking capabilities. Through the development of a shared vision, collaborative relationships, and open information systems, the Waukesha County Workforce Development Center has become a best-practices model. And, with its current organization and personnel as a strong foundation, the center plans to continue evolving and improving.

Unique Features. In 1996, the Government Finance Officers Association of the United States and Canada (GFOA) presented its Louisville Award for Innovation in Government Finance to the center. Awarded for the introduction of a new concept or technique with enduring value to the government finance profession, the center's 1996 Louisville Award was only the fifth bestowed since the beginning of this GFOA program in 1980.

This center brings together diverse programs and agencies in a dynamic management model. By doing so, it goes far beyond the concept of colocation and cooperation. The management model responds to both internal and external customers through multiagency workgroups and teams which effectively deal with a variety of changing issues. This system serves as the foundation for strong working relationships by openly sharing information and creating a problem-solving environment. Services are integrated by staff who work together but are employed by different agencies.

The center's customer-focused management approach has accomplished a seamless, user-friendly delivery system at a one-stop location. Employees of different agencies are spatially interspersed in functional ways. A centerwide management information system allows all staff, regardless of agency affiliation, to share nonprivileged customer information. The ability to draw on other agency strengths and expertise has resulted in new resources, including drop-in day care services and significantly enhanced technology.

The center's team management model fosters new working relationships that serve a broader base of customers more effectively. New linkages with secondary schools have developed because of agency partnering, providing business contacts for curriculum forums, tours, and classroom presentations. A business partnering initiative is underway to establish an apprenticeship pool that will fill openings in a timely fashion. Agencies have established the center as a focal point for addressing regional labor-market issues; this effort includes sponsorship of a conference for area employers, coordinating efforts to address transportation issues, and planning joint marketing efforts.

The Waukesha County Workforce Development Center has received a federal grant to provide technical assistance on the development and operation of one-stop career centers throughout the country. A video tape and a comprehensive case study have been developed to assist colleges and others interested in more information on the Waukesha County Workforce Development Center. WCTC has training materials and can provide assistance to develop and support workforce development and similar collaborative efforts.

Conclusion

In January 1995, when the center's team of 110 individuals opened the doors to its new building, WCTC quickly became a national model for workforce development. The center has put into action what many at the state and federal levels are still debating. With its common-sense approach and comprehensive services, the center is ready to serve any individual in need of career information and services that lead to employment.

The center is a "first" in the nation, where nine major public and private agencies (with a private college foundations' assistance) came together and shared resources at a single location to offer a case management approach to serving customers. Customers have access to an integrated network of career information, counseling, occupational assessment, education, training, employment placement, and the support services provided by these agencies.

An important aspect of the Waukesha County Workforce Development Center is the synergy gained

through combining staff of different entities into one comprehensive workforce development service provider at a common location. Customers gain the advantage of visiting the center, rather than sorting through multiple service providers. The center provides an integrated and customer-focused outcome, rather than segmented outcomes, which often result in individuals being unaware of all service options.

This synergy grew out of the recognition of the need to overcome distrust and resistance among the diverse service providers. These and other constraints were overcome through an organizational leadership structure that began with a "shared vision," set forth by a Memorandum of Understanding and the development of a common Mission Statement and shared objectives. To avoid the organizational chaos that can result from combining the operations of diverse entities, open sharing of information was extremely important in dealing with common concerns, constraints, and problems on a timely basis. Open information systems developed, incorporating current computer networking for interactive sharing of information. As a result, more collaborative relationships formed that facilitated the sharing of information and the development of a common vision.

Through the synergy developed from shared vision, open information systems, and collaborative relationships, the Waukesha County Workforce Development Center has given customers seamless one-stop service and has become a model for one-stop workforce development centers nationally and internationally.

Chapter 14
Moraine Valley Community College

Mary Kay Kickels and Richard C. Hinckley

The College

Moraine Valley Community College is a comprehensive college situated in the southwestern suburbs of Chicago, Illinois. It is dedicated to meeting the needs of its community, serving more than 25,000 residents each year through courses, seminars, business services, concerts, and an array of activities. Since its founding in 1967, Moraine Valley has provided quality education that is convenient and affordable. The college is a member of the League for Innovation in the Community College and has a national reputation for many exemplary programs. In 1988, the college opened the Center for Contemporary Technology (CCT) to expand its services to business, industry, and education. CCT provides a focal point in the community for economic development, workforce training, and partnerships. The 125,000 square-foot center serves as the hub of activity that projects the college into the community by providing coordinated workforce development programs and services.

The College Embarks on a Strategy

Moraine Valley moved seriously into the workforce training market in 1982, by establishing a Business/Industry Council and formulating an industrial retention survey to determine both the scope of the district's economic development and workforce training needs and to establish awareness of the college in the business community. The college surveyed 950 local businesses. A team comprised of representatives from business, industry, education, and government visited 200 chief executive officers of large companies and mailed 750 questionnaires to smaller firms. All were given an assistance and information packet explaining college services. Using follow-up phone contacts and survey analysis, the college formulated strategies to meet the needs of business, including the establishment of a dislocated-worker assistance center and the hiring of personnel to service customized training contracts. These unprecedented contacts made by the college with business and industry gave the "first substantive description of manufacturing industries in Southwest Cook County." The project received much publicity, and in its May 18, 1983, editorial, the *Chicago Tribune* stated:

> The Industrial Retention Project) . . . is the kind of positive relationship between higher education, industry, and government that will be essential to restoring the economic vitality of metropolitan Chicago. Moraine Valley is to be commended for its initiative in launching the program. It's one that can and should be duplicated throughout the metropolitan area.

The college, the Illinois Department of Commerce and Community Affairs, and the Cook County Private Industry Council funded the survey of 950 businesses. It provided data on the following: business expansion plans, benefits and drawbacks of doing business in Illinois, location of consumers and suppliers, labor force, and education and training needs. Committees were formed to consider individual issues arising from the survey. The mayors of the 26 participating municipalities were given individualized reports, and the Southwest Conference of Local Governments was provided information to assist them in making future policy decisions.

At the same time the survey was conducted, Moraine Valley was in the process of restructuring its services to offer a new interface to business and industry. A special outreach unit, the Employment Training Center (ETC), was inaugurated to respond to the local need for reemployment assistance for dislocated workers, mainly from the manufacturing sector. The college district, populated with small- to medium-sized supplier companies, was experiencing the early 1980s recession, with plant closings, relocations, and the first of a series of company downsizings. Governmental retraining funds and company and union retraining programs provided an opportunity for the college to establish itself in the marketplace as a training provider. ETC opened in a temporary facility on the main campus and, as its services expanded rapidly, moved to larger quarters at an off-campus site. Through funding from the Illinois Department of Commerce and Community Affairs, and staffing increases, the training, seminars, workshop, and consulting functions of the college were augmented with small-business development services.

Strategic structuring of the college's services to business continued as Moraine Valley reviewed the needs of the 26

municipalities within the district. While some of the communities maintained strong economic development offices, others did not. Seeking to bring the community together and to place the college in a leadership role, the Economic Development Corporation for the Southwest Suburbs (EDCSS) was established in 1983. Its membership included business, government, economic development, labor, and political leaders. With offices housed and supported at the campus, Moraine Valley continued to play a central role in regional economic development.

Programs and Services Evolve

As the college expanded its outreach to business and industry, it found new markets. ETC established one of the earliest computer training laboratories, using the first mass-produced IBM personal computers. Many new curricula were established. What came to be known as the "pole farm" was erected–a ring of telephone poles used to train workers for cable installation. Major contracts were signed with companies to assist unemployed workers in attaining new and marketable skills. The Small Business Development Center assisted with new business start-ups and venture capital acquisitions. ETC worked within the southwest suburbs to attract new businesses to the area by helping quantify the assets of the area and its infrastructure for company relocations. In this same period, plants were moving from the area, merging within parent companies or closing because of the loss of business. As retraining funds began to shrink, ETC focused its attention on incumbent worker training and retraining and on strategies to strengthen the thousands of small- and medium-size businesses in the district.

At its inception, ETC was established as ancillary to the college's core programs. It set up its own training facilities and made major investments in hydraulics, computer, and electronics laboratories and equipment. Subsequently, a new college strategy focused on integrating credit and noncredit program offerings. This was accomplished only after it was determined that the college could benefit by the internal sharing of resources.

Joint use of credit program laboratories, equipment, and faculty lead to prototype cooperative programs among the credit and ETC noncredit operations. Using the machine tool technology programs and capitalizing on the competencies of willing faculty, a number of short-term training contracts were sold to businesses. With the involvement of the credit faculty in delivery of the curriculum, and with the promise of new hardware emanating from the training contracts, the first test of an integrated credit and noncredit model of workforce training delivery started. The college worked department by department to devise cost-saving and integrative approaches in meeting the needs of business and industry.

Concurrent with the evolution of these new services, Moraine Valley was planning to build the Advanced Technology Center (ATC). New and more permanent facilities were needed for the industrial technology programs, and the college was aware of the industrial movement toward computer-driven technologies to improve business competitiveness and productivity. Funding was sought to establish one of the nation's first ATCs at a community college campus. The college secured a combination of local and state funding, and business, industry, and faculty were utilized as advisors in conceptualization and function. Construction of the Center for Contemporary Technology (CCT) began in 1986.

The CCT building opened in 1988 and provided opportunity for the college to physically and administratively join all of the programs and services of the credit business and industrial departments. The close proximity of programs not only fostered higher levels of coordination but increased activity. It became possible to utilize revenue from training for equipment purchases for laboratories serving both credit and noncredit curricula. Department chairs began to manage their facilities for the entire college campus, making scheduling and space-utilization decisions for the wider scope of delivery needs. Regular-credit faculty began to make sales calls to prospective client companies, write short-term training curricula, seek customers on their own, and establish a synergy between credit and noncredit curricula. They began to see students move between credit and noncredit courses and saw the reputation of their programs increase both regionally and nationally.

During this evolution, ETC devised marketing strategies that would place its capabilities before the public. They designed promotional brochures and purchased targeted mailing lists. The unit name, Employment Training Center, had been established at a time when the emphasis was on dislocated-worker training. As the program expanded, the name was changed to the Business and Industrial Technology Institute (BITI) to better reflect the broadened services. Programs within the center were individually named to provide a stronger identity. For example, the Environmental Institute was established to offer a growing list of programs and services involving hazardous materials training and OSHA certification programs. A "Moraine Means Business" theme was devised with marketing strategies to coordinate promotional materials, including a video and a client/partner company logo display.

Developing Partnerships

As an ancillary organization, the effectiveness of ETC depended upon both internal and external alliances. Internal alliances were solidified as the college moved programs and services into one campus facility, the CCT building. Shared office and program space fostered positive working relationships and trust, helping blur credit and

noncredit services at the departmental level. The college's services to the community were many faceted, not only for degree- or certificate-seeking students.

Strategic external alliances were seen as necessary to assure program quality, especially since demand for college resources could not adequately reequip laboratories to keep pace with technological changes. Partnerships were sought with major corporations such as IBM, Autodesk, Andrew, and Point Control. The partnerships, some for continued training opportunities and some for hardware or software discounts or donations, were vital to renewing technologies and maintaining the ability to be attractive to area businesses for training. The partnerships seemed to validate program quality and serve as an example of education and business interdependency for workforce and economic development in the region.

Strategic external alliances with other colleges in the metropolitan area, and across the country, contributed to the center's success. Crossmarketing of goods and services with other local community colleges allowed each college to stretch service capabilities with a minimum of local investment. Joining national alliances, such as the national Coalition of Advanced Technology Centers, the IBM CIM in Higher Education Alliance, the Alliance for Manufacturing Productivity, and the Chicago Manufacturing Center, provided opportunities to share resources, to build reputations, and to shorten the curriculum development-to-market time for new products and services. The national alliances allowed for joint grant submissions. This was beneficial, as granting agencies looked for partnerships as a key element in approval considerations. The grant alliances and partnerships brought hundreds of thousands of dollars in resources to build and strengthen capacity and outreach ability with area businesses.

Through the strengthening of partnerships, the college reinvigorated the Economic Development Corporation for Southwest Suburbs, restructured its committee organization, and provided a cochair design that paired a college employee with an industry representative. A strategy was developed to provide further resources and to invite greater contact with the community.

Last year, Moraine Valley provided over 600 customized programs to industry and served over 10,000 students in short-term training classes. Through Small Business Development and Contract Procurement services, the college assisted in securing almost $3 million in loans for 52 companies, helped to start 41 new businesses, expanded 29 more businesses, and created or retained 195 jobs. Over $25 million in governmental contracts were procured for local businesses. With its own job placement services, remedial programs, and catalog of programs and services, Moraine Valley has become a significant resource utilized by the community to prepare the work force and strengthen businesses.

Synergism Yields Success

The Center for Contemporary Technology building houses the following offices of programs and services:

- regional economic development;
- regional tech-prep high school-college consortium;
- regional school-to-work council;
- small business development;
- contract procurement;
- customized training and in-plant training sales and development;
- short-term training;
- personal and professional programs;
- facility rental;
- credit programs;
- dislocated-worker assistance;
- job placement assistance;
- one-stop career center services.

With managers and support personnel of these programs working in close proximity to one another, the opportunities for collaboration, sharing, and customized services are greatly enhanced. Many clients enter programs and services at one point and find solutions at other points.

A recent example comes from the Procurement Technical Assistance Center (PTAC). Louis J. Hansen, Inc., a manufacturer of molded rubber products, was referred to the PTAC by a local government contracts consultant. PTAC assisted Hansen when the company began contracting electronically with the Department of Defense and began an automated bid match. When a new contracting rule required the company to comply with ISO standards, Hansen was referred to the Director of Business and Industry Training. A resultant presentation on ISO registration and a training contract qualified Hansen for further bidding. PTAC has been able to assist Hansen in winning several hundred-thousands of dollars in federal contracts. The services of BITI worked to strengthen the company.

PTAC program and service coordination have generated many training contracts that have resulted in business expansions, contract procurement, hiring of credit-program graduates, and tax-base expansion.

Conclusion

Positioning a community college to be the community leader in economic development requires constant consideration of new initiatives, new partnerships, and new thinking. Efforts are currently underway to strengthen Moraine Valley's relationship with the Chicago Manufacturing center and the regional National Institute of Science and Technology Center. The college has placed

itself at the center of the school-to-work activities, convening the necessary partners, providing both leadership and serving as fiscal agent. Utilizing its national network of alliances and partnerships, it is continuing to consider new products and services that can be adapted to assist local industry.

The workforce development programs at Moraine Valley have grown significantly during the past ten years. As evidenced in the number of new products, services, short-term training courses, and the impressive growth and imprint of the Business and Industry Technology Institute, the college has extended its credit and noncredit courses and services to the workplace. As of fall 1996, the Division of Academic Affairs, which houses the Center for Contemporary Technology's programs, was reorganized with the goal of bringing BITI and its Continuing Education Unit together in a new subdivision of the college–Workforce Development and Community Services. This strategic move will help extend business outreach and increase opportunities for the noncredit units to work more closely with the college credit and transfer programs. This reengineering process is beginning to take shape, and it is anticipated that even greater opportunities will emerge to enhance Moraine Valley Community College's service to its community.

REFERENCES

American Association of Community Colleges. 1993. *The Workforce Training Imperative: Meeting the Training Needs of a Nation.* Paper Presented at "Leadership 2000," the Annual International Conference of the League for Innovation in the Community College and the Community College Leadership Program. Washington, D.C. July.

American Association of Community Colleges. 1996. Summary of the Conference Agreement on H.R. 1617. Washington, D.C. Unpublished review.

American Association of Community and Junior Colleges. 1988. Commission on the Future of Community Colleges, *Building Communities*. Washington D.C.

Apling, R. N. and Lordeman, A. 1996. *Employment and Training: Workforce and Career Development Act of 1996.* CRS Report for Congress. Congressional Research Service. Washington, D.C. October 10.

Baj, J., Sheets, R. and Trott, C. 1994. *Building State Workforce Development Systems Based on Policy Coordination and Quality Assurance*. Washington, D.C: National Governors' Association.

California School-to-Career Grant. 1996. Sacramento, CA. Office of the Governor. August.

Callan, P.M. 1996. "Tidal Wave II Challenges 'Opportunity For All'." *Educational Record* (Winter), Washington D.C.

Carnevale, A.P. 1991. *America and the New Economy. U.S. Department of Labor, Employment Training and Development Division.* The American Society for Training and Development: 1.

Clay, W.L. 1996. "Statement of William L. Clay, H.R. 1617 Conference Committee Meeting," May 21.

Clay, W.L. 1996. "Statement of Representative William L. Clay, Conference Committee Meeting," July 17.

Crawford, C.C. 1995. "Testimony Before the Subcommittee on Postsecondary Education, Training and Lifelong Learning Committee on Economic and Educational Opportunities House of Representatives." General Accounting Office, February 6.

Day, P. 1996. *Responding to the Challenges of Workforce and Economic Development: The Role of America's Community Colleges.* An American Association of Community Colleges Commission on Workforce and Community Development white paper, May.

DeLuca, D. 1996. *Profiles in Connecting Learning and Work.* Education Commission of the States: 17-22; 40-43; 55-58; 129-134; 146-152; 173-177.

DePree, M. 1989. "Leadership is an Art." New York. Doubleday: 87.

Donovan, R.J. 1982. "After CETA, what...?," *American City & County*, April: 63, 64.

Doucette, D. 1993. *Community College Workforce Training Programs for Employees of Business, Industry, Labor, and Government: A Status Report.* League for Innovation in the Community College, Mission Viejo, CA.

Dougherty, K.J. 1994. *The Contradictory College*. State University of New York Press: 8.

Drumm, K. 1997. "The Careers Act: A New Legislative Approach to Workforce Development." Zeiss, T. & Associates, *A Mission of America's Community Colleges: Developing the World's Most Skilled and Adaptable Workforce* (COMBASE National Council for Continuing Education: American Association of Community Colleges). Washington, D.C.

Educational Resources Institute. 1996. "The Boom and the Echo." *Community College Times*. Washington, D.C. November 19.

BEST COPY AVAILABLE

References

English, C.W. 1984. "Reagan's Job-Training Plan-How it's Working." *U.S. News & World Report*. Vol. 97. October 22: 68.

Enterprise Florida. 1996. "Florida's Workforce Development Initiative." Tallahassee, Florida. Unpublished document.

Fortune Magazine. 1991. Vol. 123. "The New American Century: Where We Stand." Spring-Summer: 12.

Ganzglass, E. 1996. "Workforce Development and Welfare Block Grants." *Community College Journal*. Washington, D.C. February/March: 21-23.

Gonzalez, T. 1991. "American's Choice: High Skills or Low Wages." *Leadership Abstracts*, League for Innovation in the Community College, Mission Viejo, California: 3-17.

Governor's Commission on Workforce Preparedness. 1995. *Building a High Performance Workforce: 1995-97 Strategic Directions for North Carolina*. Raleigh, North Carolina: Office of the Governor.

House, C. 1994. *The Cost of Poverty in Overtown and in Dade County*. Denplan Inc., Miami.

Illinois Education to Careers Grant. 1996. Springfield, Illinois: Office of the Governor. August.

Illinois Board of Higher Education. 1995. "Illinois Workforce Preparation Action Plan." Springfield, Illinois: Illinois Board of Higher Education. Unpublished document.

Jasinowski, J. 1996. "Foreword." *Common Ground-Exemplary Community College and Corporate Partnerships*. League for Innovation in the Community College and the National Association of Manufacturers, Mission Viejo, California.

Johnson, L. 1996. *Common Ground: Exemplary Community College and Corporate Partnerships*. League for Innovation in the Community College and the National Association of Manufacturers, Mission Viejo, California.

Kantor, S. 1994. *A Practical Guide to Conducting Customized Workforce Training*. Jossey-Bass: 1.

Kassebaum, N.L. 1996. "The Workforce Development Act Doesn't Deserve to Die," Statement, June 27.

__. 1996. "Analysis of Concerns Expressed by President W.J. Clinton in Letter to Conferees," June 27.

__. 1996. "Why the Senate Should Pass the Workforce and Career Development Act, Floor Statement," September 27.

__. 1996. "Unfinished Business," Statement, October 1.

Kellam, S. 1992. "Parties Hope Job Training Bill Will Spin Political Gold." *Congressional Quarterly*, May 16: 1341, 1343.

Lafer, G. 1994. "The Politics of Job Training: Urban Poverty and the False Promise of JTPA." *Politics & Society*, September: 369.

Lorenzo, A. and LeCroy, N. 1994. *A Framework for Fundamental Change in the Community College: Creating a Culture of Responsiveness*. Macomb, Michigan, Macomb Community College Press: 6, 10.

Lovejoy, B. 1995. "Toward a National Workforce Development Policy." *Vocational Education Journal*, March: 8.

McCabe, R.H. 1994. *Starving the Solution*. Miami-Dade Community College Foundation Inc., Miami.

McCabe, R.H. 1996. "The Case for Community Colleges Is Overwhelming." *Community College Week*, July 1.

Miller, Eldon and Associates. 1996. *Assessment of Institutional Impact and Long-Term Strategies/Implications*. Commission on Workforce and Community Development, American Association of Community Colleges. Washington, D.C: 1-2, 4, 6-7.

Muse, C. 1996. *Model Program Development*. A Workgroup Report of the AACC Commission on Workforce and Community Development. Washington, D.C: 7, 8, 10.

Myran, G., Zeiss, T. and Howdyshell, L. 1995. *Community College Leadership in the New Century: Learning to Improve Learning*. American Association of Community Colleges. Washington, D.C: 1.

North Carolina Education Standards and Accountability Commission. 1996. *Third Annual Report to the North Carolina State Board of Education, the North Carolina General Assembly and Governor James B. Hunt, Jr.* July. Raleigh, North Carolina.

O'Banion, T. 1997. *The Learning College*. American Council on Education and The American Association of Community Colleges. Washington, D.C.

Oregon Department of Education: Office of Professional Technical Education. 1994. *Workforce Development in Oregon* 1988-1994. Salem, Oregon.

Oregon Office of Education Policy and Planning. 1994. Oregon's Workforce Quality Council: Mission Statement. Salem, Oregon. Unpublished document.

Ouhz, J. Hamilton. 1996. "Higher Education and the New Demographic Reality." *Educational Record*, Winter, Washington, D.C.

Parnell, D. 1990. *Dateline 2000*. American Association of Community and Junior Colleges. Washington, D.C: 240, 250.

Quinley, J. 1996. An Integral Paper. *The Need for Workforce Development, What Research Tells Us*. Central Piedmont Community College. Charlotte, North Carolina: 1.

Rush, S.C. 1996. "Foreword." *The 21st Century Community College: Technology and the New Learning Paradigm*. White Plains, New York: International Business Machines Corporation.

Sheler, J.L. 1982. "Taking Shape: Smaller U.S. Role in Job Training." *U.S. News & World Report*. Vol. 92. April 12: 68-69.

Shreve, D. 1996. "The View from the Dome." *Community College Journal*. Washington, D.C. February/March: 24-26.

Texas School-to-Work State Application for an Implementation Grant. 1996. August. Austin, Texas: Office of the Governor.

U.S. Department of Labor, Office of the Chief Economist. 1995. *What's Working (and What's Not): A Summary of Research on the Economic Impacts of Employment and Training Programs*. Washington, D.C. January.

U.S. News & World Report. 1995. Vol. 78. "Bumpy Road for New Jobs Program." January 13: 41.

Vocational Training News Special Supplement. 1992. Vol. 23, No. 35. "Job Training Amendments Toughen Program Eligibility." August 27: 1-20.

Wells, R.M. 1995. "Job Training Bill Compared." *Congressional Quarterly*. Washington, D.C. November 4: 3396-3402.

Wells, R.M. 1995. "Job Training Programs Could Get Pink Slip." *Congressional Quarterly*. Washington, D.C. January 28: 285.

Wilson, W.J. 1996. "Work." *The New York Times Magazine*. August 18: 30.

Wingspread Group on Higher Education. 1993. *An American Imperative: Higher Expectations for Higher Education*. The Johnson Foundation Inc., Racine, Wisconsin.

Zeiss, T. & Associates. 1997. *A Mission of America's Community Colleges: Developing the World's Most Skilled and Adaptable Workforce*. COMBASE National Council for Continuing Education: American Association of Community Colleges. Washington, D.C.

CONTRIBUTORS

Nancy Abell
Director, Humber Digital Imaging Training Center, Humber College, Toronto, Canada

Betty Anastasio
Program Director, Business & Industry Institute, Johnson County Community College, Overland Park, Kansas

Carolyn Booth
Consultant, Humber Digital Imaging Training Center, Humber College, Toronto, Canada

Philip R. Day Jr.
President, Daytona Beach Community College, Daytona Beach, Florida

Margo Ford
Director, Business and Community Relations, Collin County Community College, McKinney, Texas

Richard C. Hinckley
Dean, Workforce Development and Community Service, Moraine Valley Community College, Palos Hills, Illinois

Jack Jonker
Executive Director, Delta Corporate Services, Delta College, University Center, Michigan

Mary Kay Kickels
Vice President for Academic Affairs, Moraine Valley Community College, Palos Hills, Illinois

Joseph May
President, Pueblo Community College, Pueblo, Colorado

Robert H. McCabe
League Senior Fellow, League for Innovation in the Community College, Miami, Florida

Laura Pincus
Research Associate, Miami, Florida

Craig L. Piotrowski
Vice President, Administrative and Financial Affairs, Waukesha County Technical College, Pewaukee, Wisconsin

Larry J. Warford
Vice President, Instructional Services, Lane Community College, Eugene, Oregon

Jack N. Wismer
Vice President, Corporate & Community Development, Black Hawk College, Moline Illinois

Tony Zeiss
President, Central Piedmont Community College, Charlotte, North Carolina

26522 La Alameda, Suite 370
Mission Viejo, CA 92691
Tel (714) 367-2884
Fax (714) 367-2885